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SO THEY SAY

I'd rather see the government put vast sums into low-cost housing than into high-cost prisons.—*Mayor La Guardia, New York.*

We know a great deal about personal ethics; we know very little about group morality.—*John Lovejoy Elliott, Hudson Guild, New York.*

Men fear thought as they fear nothing else on earth—more than ruin, more even than death.—*Bertrand Russell, English philosopher.*

We are not behaving like a nation but like a large number of fractions with no unity.—*Eduard C. Lindeman, New York School of Social Work.*

I don't think that a bullish market makes for prosperity. It didn't a few years ago, at least it didn't for me and for more than a few others.—*J. P. Morgan.*

In little affairs and in large ones there is a strong human tendency to believe that because one has saved a situation one must keep on saving it.—*Walter Lippmann.*

There is a great deal in this word security, but in public service there may be too much security and too little performance.—*Grace Abbott, University of Chicago.*

The main force favoring decentralization is the simple fact that in terms of minutes a mile is so much shorter than it used to be.—*Daniel C. Roper, Secretary of Commerce.*

Oh, why cannot nations put into the enterprise of peace the energy they are prepared to squander in the futility and frightfulness of war.—*Eamon De Valera, president, Irish Free State.*

No one not in daily contact with families in the backwash of the depression will ever know or would believe the whole truth of their situation.—*Dorothy C. Kahn, relief administrator, Philadelphia.*

The experience of 150 years has, I think, demonstrated that compelling people to take oaths has not guaranteed the proper conduct of public affairs.—*Arvie Aldred to New York Teachers Association.*

The feeling that there is something about practical efforts and agencies for social improvement that contaminates a scholar if he comes in contact with them is rapidly giving way.—*Henry Pratt Fairchild, New York University.*

It is more humane to permit convicts to be out of doors working on a chain gang than in a penitentiary where they must see the same drab walls year after year.—*Governor Talmadge of Georgia to American Prison Association.*

No major industry has any moral right to allow itself to be unexplained, misunderstood or publicly distrusted, for by its unpopularity it poisons the pond in which we all must fish.—*Bruce Barton to the National Association of Manufacturers.*

We used to think that each man ought to provide security by saving up for himself and his family; but that was in the good old days when "everybody" included only the people whom one could invite to the house.—*David Cushman Coyle in Harpers Magazine.*

Relief pauperizes, but if a family is completely disabled ten dollars a week on which it can live is less pauperizing than two dollars a week on which it must beg.—*The late Frederic Almy, Buffalo, to the National Conference of Charities and Correction*, 1911.

Most of the college "Reds" I have heard about have been produced by the frightened and hysterical regulations of the colleges. They are not "Reds" at all; they are in revolt against being treated like children.—*Robert M. Hutchins, president, Chicago University.*

The American people have a right to ask and they are beginning to ask whether the income from their investment in education is satisfactory, measured in benefit to the individual and to society as a whole.—*Frederick P. Keppel, president, Carnegie Corporation.*

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The States: Don't let it down on us!

As winter closes in and Congress assembles —

Cartoons by Fitzpatrick for the St. Louis Post-Dispatch

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THE SURVEY

January 1936

Volume LXXII No. 1

The Relief State of the Nation

Executives of Thirteen National Organizations Report General Uncertainty, the Threat of Widespread Suffering and a New Crisis

THE final allotment of federal funds to states for direct relief was made on December 1, and the FERA officially went out of "the relief business." To discover just what this foreboded for the new year for the destitute people up and down the country—employable and unemployable—whom WPA has not reached and cannot reach, and who have no recourse but relief, The Survey inquired among the directing heads of certain national organizations closely in touch with conditions. We asked them to state briefly their sense of the relief situation in relation to people, still jobless and in need of help, and in relation to the adequacy of state, local and private funds to prevent acute suffering. We asked them what emergency measures seemed called for and also what measures that go beyond temporary expediency into long time planning.

Their replies give an over-all view of the relief state of the nation as Congress reassembles and winter closes in. This is far from reassuring. The wide contacts and sources of information of The Survey's correspondents indicate to them that the effort to draw the line of federal responsibility on the basis of employability has not worked and has resulted in confusion between WPA and local relief authorities with thousands of people in need reduced to utter uncertainty and desperation. State and local resources are reported as wholly inadequate to meet the situation and local machinery for raising funds is either lacking or too cumbersome or politically blocked to function promptly.

Emergency measures seem imperative if "the worst winter yet" is to be avoided, but the only hope for such measures appears to be a quick change in the federal policy toward direct relief. Washington is still looked to for leadership, and for the financial assistance that must be forthcoming at once if acute suffering is to be averted. There is a chance through proper pressure on Congress to secure a reasonable appropriation on a grant-in-aid basis, as the beginning of an adequate relief program, sound and economical, which may meet the winter's situation. Equally urgent is an honest facing of the long pull and a consistent policy and program under federal leadership based on fact and need, with financial responsibility and standards of performance allocated and assured by federal, state and local agreement.

Linton B. Swift, *general director, Family Welfare Association of America*

For millions of people still jobless and in distress, this will be "the worst winter yet" unless some order can be brought out of the present chaos in public relief programs.

With the development of the WPA and the disappearance of the FERA, many states are totally unprepared to take over the relief load in wholesale fashion. Quite outside of the impossibility of any rigid classification of people into "employables" and "unemployables," it should be remembered that the federal program does not provide for all who need jobs and can work; there will still be a vast number of employables without work who will need relief.

There is a widespread misconception that a large part of the burden of relief can now be turned back to "private charity." Anyone in close contact with the problem knows that, even before the depression, private effort carried not more than 30 percent of relief expenditures and that during recent years it has carried only 1 or 2 percent.

The widely advertised intention of the federal government to "get out of this business of relief" has increased the false attitude that relief in itself is shameful. It is not relief which is shameful, but the situation which makes relief necessary. Social workers are the first to agree that a relief program is a sorry answer to our national problem,

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but they recognize it as essential to the extent to which we fail to meet this problem through provision of normal opportunities for work and income for all of the people.

Another growing public attitude which is largely the result of wishful thinking is typified by the expression "they won't work anyway." All impartial studies of the acceptance or refusal of work by people on relief have shown that the vast majority are eager for work.

The relief of distress due to social-economic ills is an unescapable responsibility of society as a whole. This means not competition but a partnership between federal, state and local governments and private agencies in the working out of a program designed not only for this winter but for the winters to come.

Allen T. Burns, *executive vice-president, Community Chests and Councils, Inc.*

We see no reason for believing that the present winter will be appreciably easier than last for the unemployed on relief, or that less money and less careful planning will be needed. Quite the contrary. Increase of private employment has not been balanced by a corresponding decrease in relief. The situation is inevitable in view of the fact that while relief discussion rages hotly about the five million who are both unemployed and destitute, a total of approximately ten million are still unemployed.

Changes of administrative policy and cessation of public funds from one source before adequate funds have been provided from another are creating a new crisis, the burden of which private funds cannot and should not carry.

State and local governments, we believe, should care for the 1,500,000 destitute assigned them by the President on January 4, 1935, as representing a fair estimate of the load least adapted to reemployment in private industry. The Social Security Act will provide for some of these, if state appropriations are voted; relief appropriations should care for the others. If the state and local governments shoulder this portion of the load, and do it adequately, it seems futile to ask them to do more.

The federal government should care for all the excess load, which roughly may represent the "employable" group. In many states these may be more numerous than the present WPA program can absorb. We believe the federal government should appropriate money as of December 1, 1935 for direct relief to this surplus number, conditioned on each state's caring for its share of 1,500,000 and meeting standards of relief set by the federal government.

We urge an unblinking look at the facts. We urge an end to "wishful thinking." We urge laymen as well as professional social workers to act for immediate definition of responsibility, immediate provision by each unit of government for its share of that responsibility, immediate relief of the destitute not only from hunger and cold but from the terrors of uncertainty, participation of local citizens' groups in the formation of relief policies, a long range program for the better correlation and administration of governmental and voluntary relief and welfare activities.

Walter West, *executive secretary, American Association of Social Workers*

Evidence is piling up that present relief plans will leave large numbers of people without subsistence. Adding up what states can do, what local governments can do, what the relief provisions of the Social Security Act may supply when appropriations are made, and the tiny fractional resources available from private funds, the total falls far short of meeting the known needs of the situation.

Granting the best intentions for WPA, it is not premature to predict that the shift in program inaugurated last winter will have a ghastly effect on a large proportion, probably more than half, of those whose needs must be met. Instead of 70 percent of the relief load as was first implied, the WPA program takes scarcely half, leaving 50 percent or more to states and counties. These units are unprepared and many are absolutely incapable of giving any but the most harsh and grudging relief when pressed by dire necessity.

In splitting the problem between federal responsibility and that of state and local governments, cooperation has been turned into conflict in administration. WPA demands local funds for materials and the like, when local governments are unable to meet the demands for direct relief which have been turned back on them. Defending its change in policy the federal government has condemned relief in such a way as to add tremendously to the difficulties of state and local relief programs.

Social workers propose the following program:

Immediate reestablishment of FERA grants to states for direct relief and transient care.

Offering government work and service to as many unemployed as possible at going wages and without requiring relief status.

Legislation by Congress this winter providing for continuing grants to states, administered by a permanently established department or administration, and by a grant-in-aid system which will combine means for distribution of national aid to areas of greatest need, with the improvement of administration. These grants should be for general family assistance and should be correlated with the state and national provisions for such special groups as dependent children, old age, veterans, the blind, and others, and should be the basis for a sound national welfare system which would apply to anyone in need.

Bertha McCall, *general director, National Association for Travelers Aid and Transient Service*

The transient problem is not an emergency problem, but it is made acute by our whole economic condition. As far as transients are concerned, the present situation is similar to that of 1932. Communities are not prepared to help nor have they changed their attitude toward "outsiders." States have not set up machinery for taking care of unattached and transient, and settlement laws have in no measure changed, except, in some instances, to become more drastic.

As we have gone about the country since September 20, when new intake in the federal transient bureaus closed, we have found community after community faced with the issue of what to do now. In one typical community, 10,000 legally resident families had been turned back on local resources because federal relief funds had been withdrawn. Certainly it is impossible for such a community to take up any measure of responsibility for those who do not legally belong. Also, there is little, if any, interest in receiving its own stranded legal residents whom some other community or state wishes to send back. The formula of sending everyone home cannot work. "Passing on" is again the chief method of caring for transients.

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The transient problem is just one part of the whole welfare situation. We believe that this winter's needs will show again that we cannot keep postponing adequate long-time planning. Every layman and every social worker must join in a drive toward a well-set-up federal authority for public health and welfare.

Lillie M. Peck, *secretary, National Federation of Settlements*

In settlement circles there is no lack of material as to the current event involved in the relief picture. Neighbors express anxiety, fear and bewilderment; they ask how they can wait until WPA wages come through; how they can make up for the difference in pay and the former relief check, inadequate though that was.

Chicago reports ". . . The situation here is a mess. Only 65,000 working on WPA and during the week 95,000 assigned with the result that everybody is getting put on any old thing; just now someone with a total physical incapacity and a 'D' classification assigned to a labor job! And relief cut off!"

In Ohio you get relief if you are lucky enough to live in a county where bonds have been voted. Thus Cleveland has maintained its equilibrium, while Toledo says ". . . Funds have now been exhausted and while we wait for the legislature to act, people are being evicted, and food for these intervening days is a worry! . . ." From Columbus: "I do not see how it is possible for either local or private funds to do any more than prevent acute suffering, even with the help of government funds."

One hopeful statement from Detroit: "The automobile industry promises a peak load for a few months at least and we are in a favorable position so far as work is concerned. Of course, Detroit must always be prepared for a standstill and if that happens the federal government will have to step in and supply funds."

From Omaha: ". . . Much acute suffering is looming ahead with which local agencies will be unable to cope. The Social Service Exchange reports a steady increase of entirely new cases."

The upshot is that settlement neighborhoods are still largely on relief and will continue to be so, certainly during this winter and for some time to come, and that local funds, state or county, will not be able to meet the situation. The job of the settlement as well as social workers generally is to bend every effort to press for measures that are not emergent but that have some element of planning on a basis of fact and need.

Jacob Fisher, *chairman, National Coordinating Committee of Rank and File Groups in Social Work*

The end of federal relief is the end of an era, an era characterized by high hopes in the intentions of an administration which bore for nearly all social workers the shining visage of a Galahad come to right the world's woes. This winter, as relief funds dwindle, as want and misery increase, as the unemployed, goaded beyond endurance, march upon the relief agencies and are met by police clubs and tear gas, there will be much stock-taking, out of which will come, let us hope, a different orientation towards the whole problem of public assistance.

Certainly the experience of the past five years demonstrates the absurdity of and the suffering entailed in any program which proposes to substitute work for relief, as though by providing 3,500,000 jobs for eight months the crisis is solved. With twelve million persons unemployed and no immediate prospect of their absorption by private industry, the emphasis must be upon a complete and rounded program which shall include not only a work plan but social insurance and public assistance. Local resources are a poor underpinning for this structure. The size of the job obviously entails federal-state-local participation, with a federal department of social welfare financed by annual appropriations at the heart of the scheme.

Is it enough to have faith in federal responsibility? A profession of faith by social workers will not move Washington. That is one of the lessons of the end of federal relief. Faith must be energized by a realistic understanding of the forces of reaction in our national life making for lowered standards of relief, for lowered standards of living (because taxes must be reduced). Social workers cannot rely on good-will. They need power, power which can come—as the experience of 15,000 organized rank and filers has proven—only from an alliance with the trade unions and the unemployed, whose program in its essentials is the social work program.

T. Arnold Hill, *acting executive secretary, National Urban League*

Work for "employables" under the WPA and relief for "unemployables" by local governments, even if machinery and benefits were adequate—and no right thinking person believes they are—are insufficient for unemployment requirements. The factors making for unemployment are inherent within our social system and they will continue to pile up unemployed people in a way that no "emergency" machinery can assist adequately. Until this system is changed—and there is no immediate prospect of it—we will have to endure mass relief; and for this we shall need permanent machinery.

The FERA's rural studies point out human and material factors that will cause a large percentage of the individuals now unemployed to be permanently incapable of self-support. Two percent of the cases studied in six rural areas had received relief prior to 1930, while in June 1934, 20 percent were "judged to require continuous financial aid and supervision and to be incapable of rehabilitation." In the eastern and western cotton areas the percentage of Negroes so classified was 39 and 23 percent, respectively.

In the summary of the FERA report, Corrington Gill says: "In all but the two wheat areas, 30 percent of all heads of families studied had less than five years' schooling. In the eastern cotton belt 51 percent of Negro and 20 percent of white heads of families had no formal schooling. As long as so large a proportion of the poorer classes lack sufficient education to manage intelligently their own affairs, there will be need of public relief and social case work."

There is evidence in governmental reports and elsewhere that, year by year there will be many new persons requiring relief. In many states legislation establishing mothers' pensions, old age benefits, unemployment insurance and other forms of social security, will be a long time reaching the statute books. These are the states in which the majority of Negroes live and even when the laws are actually on the books, experience has indicated that it is with difficulty that Negroes obtain equity.

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There must be permanent federal relief machinery providing aid to states for the care of persons requiring assistance. Only when the volume of relief becomes too heavy to be borne by public funds will it be possible to alter basic conditions which make relief necessary.

Edward J. Parker, ***national secretary, Salvation Army***

I am optimistic enough not to be unduly perturbed by the prospect of FERA finally petering out by the first of the year. The nation has become so "need conscious" during these last five years that it is unthinkable that relief funds should cease—no matter from what source they come. I do not think the federal government could withstand the outcry that would arise if all direct relief had to be borne by the lesser authorities with a consequent slackening in volume. I do not therefore anticipate that this will be the "worst winter yet."

Then again there are signs that conditions are improving, and not alone because of the shots in the arm the nation is getting from WPA and other alphabetical sources. I have just seen figures which show that our employment bureaus during November found twice as many permanent jobs as they did in the corresponding month last year. That fact should indicate something.

This roseate optimism does not, however, prevent me from keeping my feet on the ground and facing squarely the fact that there might be a situation of acute suffering. In that case it would be impossible for private funds to cope with it. A heavy burden would fall on the governmental bodies and I do not see how Washington could refrain from taking a hand—or would it, in view of the proximity of the presidential campaign? The plain fact is that relief must continue—or else!

Every private agency has its hands more than full. The gathering of voluntary funds has long ago passed its peak. The move called for is that pressure must be increased on the federal government to remain in the relief business.

Samuel McCrea Cavert, ***general secretary, Federal Council of the Churches of Christ in America***

I desire to emphasize especially the destructive effect on the human spirit of the fear and uncertainty to which the unemployed have been subjected and which is particularly rife among them at the present juncture.

The nation has not yet adequately faced or dealt with its relief situation—notwithstanding the complaints of the fortunate about too much relief. We have humiliated the helpless unemployed of the wealthiest nation of the world.

What is needed at this time is an immediate appropriation by Congress and the states of a sum amply sufficient for the next twelve months. This would provide a "breathing spell" for the unemployed, give them some sense of security and reduce the uncertainties which might add to their special anxieties during the year of the national election.

WPA jobs for 3,500,000 workers who have been on home relief will unfortunately not meet relief needs. It must be borne in mind that only about half of the unemployed have ever received relief, that five million youth can find no useful place in society and that the "never-employed" are increasing year by year. While an advance in the volume of industrial production is taking place, this cannot be trusted to solve the unemployment problem, for apparently the increased production is not matched by a corresponding increase in the number of persons employed.

It is more than doubtful whether private agencies and state and local governments, are prepared to undertake adequately the care of the "unemployables" who have been on home relief and who will not receive WPA jobs. From many contacts with ministers and church workers throughout the country, I am convinced that there is reason for serious concern about grave neglect in certain places.

I would appeal for a consistent policy and sufficient federal and state grants for all forms of relief to allay the present widespread and dangerous uncertainty and to restore some sense of security among the unemployed for the next twelve months.

Carl V. Betters, ***executive director, United States Conference of Mayors***

Shutting off federal direct relief funds creates a state and city problem of meeting the needs of both of the general groups on relief: "employables" and "unemployables." The facts show that in many of the industrial centers the federal program has not and cannot take care of all of the able-bodied. Hence, this residue must be added to the "unemployable" load.

If all of the states were able and were as willing as New York State to throw their funds into the picture, the problem would be solved pretty easily. However, we might as well assume that a goodly number of states won't do anything even if they could. Therefore, the burden falls squarely back on the cities and counties where it was generally centered before 1932. States, even if able and willing to do something, cannot overnight start collecting taxes. It takes time. And local governments haven't enough money "in the bag" to meet the situation.

When it is all thrashed out, I think the federal government will continue to assist in direct relief in those areas where the need exists. In spite of all the talk about turning over direct relief to states and cities, I don't think the President is going to let the unemployed down.

For what it may be worth, a program based on the realities of the present situation ought to provide:

Full federal financial responsibility for the able-bodied on relief on a work program. (It is not generally known that cities, counties and states are putting up close to 25 percent of the cost of the WPA program.)

Continuation of federal direct relief funds until such time as states and cities can, under the laws governing them, raise funds for the "unemployable" group. Each area must be handled as an individual problem. Some can assume the load today, others next summer and others maybe next year.

Enactment of a relief program by the next session of Congress for at least the fiscal year 1936-1937. Whatever the program may be, let it be a twelve months' program.

Clifford W. Ham, ***executive director, American Municipal Association (National Federation of State Leagues of Municipalities), former member Technical Board of Review, PWA***

It has been demonstrated beyond question that the relief problem cannot be solved by the "dead-line" method. We have seen local governments rushing around to get projects in by September 1 or October 15 or some other deadline date. As a result the projects in many instances are ill considered, poorly planned, and the financing has not

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been considered in the light of entire local requirements nor the continuity of distress. These dead-line dates have come and gone but the relief problem has continued with little diminution. The winter immediately ahead will still present an irresistible demand for public relief for a large section of the American people and that demand must be met. Several steps need to be considered in the calm, long-term view of the problem.

First, the relief of employables whose condition is the result of a national economic depression should be definitely accepted as a charge upon the national government.

Second, procedures should be worked out whereby local governments can build up work-relief projects from month to month and from year to year with some assurance that, when projects are sound and desirable and a local share can be financed, a reservoir of capital with low interest rates will be available.

Third, appropriations for federal public works and federal work-relief projects should be made separately from appropriations for non-federal projects. Many cities feel that past appropriations have often been charged up as assistance to local governments, whereas a very large percentage has gone to direct federal expenditures.

Fourth, there is need for a continuing program of public works—federal, state and municipal. They should, however, stand on their own feet as sound, serviceable and needed projects. Experimental federal public works, though entirely justified, should be known for what they are and should not be so labeled and administered as to seem part of the general public works program. Past failure to do this has resulted, in many instances, in discrediting a public works program.

Fifth, the proper and permanent solution of the relief problem can be found only in consideration of factors involved in meeting its costs. Among these factors are the imposition of strait-jacket tax limitations upon local governments without providing added sources of revenue, and the danger of pulling down the quality level of local government personnel, through carrying on projects with personnel who have had no training in the public service comparable to that which local governments have been developing over many years. There is need for study of the whole field of conflicting taxation through some such agency as the Interstate Commission on Conflicting Taxation and for reorganization of the entire tax structure in the light of the total burden of government as administered in the federal, state and local units.

Clarence E. Ridley, *executive director, The International City Managers' Association*

The WPA is obviously not going to provide for all "employables" on relief. The facile distribution of the relief load among levels of government according to "employability" is not working out according to plan. Consequently, a relief load is reverting to local communities which they cannot support as was discovered in the early months of the depression. Some communities are resorting to borrowing—a distressing phenomenon of the lingering emergency concept which refuses to consider expenditures for relief a charge on the operating budget.

Many city-manager communities consider that available state, municipal, and private funds will be inadequate for relief needs. Almost all agree that in the absence of federal funds, state aid will be essential. A few anticipate acute suffering and at least one city manager foresees the "worst winter yet." This situation is partially due to the WPA eligibility rule that applicants must have been on the relief rolls all the previous summer. This requirement has been shortsighted in failing to provide for "employables" whose unemployment is primarily seasonal and who only apply for relief during winter months in northern cities. It has also been unfair in penalizing those who have avoided relief thus far and in placing a premium on continued attachment to the relief rolls.

But more serious has been the vacillation of federal programs. City managers dread the sudden cessation of WPA in the spring of 1936 which may drop their communities with an economic thud as did the liquidation of CWA in the spring of 1934. Relief and unemployment are here to stay and after several years of experimentation are entitled to more permanent treatment by responsible governments. Local communities are willing to share the burden and local officials are disposed to agree to almost any policy and any administrative program as long as they are consistently followed.

William Green, *president, American Federation of Labor*

The outstanding fact of our national situation is the 11,600,000 persons without jobs and a dependable source of income. The Administration has failed to provide even temporary jobs for all this army of unemployed and has been stopped in its efforts to direct the recovery of industries so that the unemployed would be absorbed. Industries have recovered one half of their depression decline but have reduced the army of unemployed only a quarter. Obviously the 11,600,000 will not be taken on during the winter months. Not nearly a third of the unemployed got jobs through relief work.

The years of depression have wiped out community and individual reserves. Neither local relief nor private "charity" will be able to meet the need should the federal government actually make no further provisions for direct relief. Millions of families are saved from actual starvation only by federal relief. Jobs from neither relief nor private industries are available to them. Some are unable to work. Aside from all humanitarian aspects, the Administration cannot safely refuse the necessaries of life to those who have no place else to turn. The first responsibility of organized society is for the welfare of its citizens. Local units are hampered by legislative limitations on their taxing powers, but the federal government may draw upon the nation's full revenues.

Labor believes that the Administration should set up a permanent department or bureau of public works, responsible for long time planning and ready to expand activities so as to counterbalance depression slumps in employment. Such a department should maintain an inventory of national resources as a basis for planning. Work on its projects would conform to the standards prevailing in the respective localities. Supplementing public works should be adequate housing projects to make homes available for those whose incomes have never permitted homes of their own—comfortable and satisfying homes in which they can safely invest their savings.

But even with the best of efforts along these lines, there will be millions who must have direct relief—or starve. Final responsibility rests on the federal government.

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Exploitation At Home

By MARJORIE McFARLAND
Executive Secretary, Consumers' League of New York

IN March 1935, New York passed a law prohibiting homework manufacture except in industries where it can be carried on "without unduly jeopardizing the factory workers in such industries as to both wages and working conditions and without unduly injuring the health and welfare of the industrial homeworker himself." The day before the law passed one New York manufacturer advertised for home knitters in a small-town New England paper. He received two bushels of letters in reply. Even before that, one firm reported that it was sending work from New York City to be done in twenty-four states including some as far away as Texas, Colorado and North Dakota. Undergarments are shipped to Puerto Rico to be hand sewn and embroidered, for wages ranging from less than a cent to three cents an hour, and then brought back to be sold in Fifth Avenue department stores as cheaply as machine-made goods. But Puerto Rico contractors complain that they lose work because it can be done even more cheaply in Pennsylvania.

New York was the first state to attempt to control homework as an economic evil, but Connecticut has since prohibited it entirely with a few negligible exceptions. Gruesome tales of the spread of disease from homework goods aroused a germ-conscious public in the 80's to the first regulation of homework for sanitary reasons. The early laws in New York provided for licensing and sanitary inspection of homework in certain industries of particular health hazard. Later laws definitely prohibited the manufacture of such goods as food, dolls, and dolls' and infants' clothing in tenements, and provided sanitary regulation of other tenement manufacture. Although homework is found in every state and territory, only thirteen states besides New York and Connecticut have any homework regulation, and even this is very limited, confined to ineffective sanitary inspection with a few feeble gestures toward working conditions and child labor.

From the first, those familiar with homework conditions have known that it is inescapably tied up with the worst forms of economic exploitation, and the public has gradually come to realize that the spread of sweated labor conditions may be at least as serious as the spread of smallpox. Industrial homework is not—as too many people believe—a question of the use of leisure time to earn a little pin money. A comfortably situated woman may knit on a sweater for a while, put it aside and finish it in weeks or months at her convenience. Even though she sells it at the Woman's Exchange she is in no way comparable with the industrial home knitters whom the US Women's Bureau found in Philadelphia. These women knit steadily, forty to sixty hours a week for two weeks, in order to complete an elaborate lace-patterned blouse. For such a garment they are paid $7.50 to $8.00. They cannot knit at their leisure because the manufacturer has a definite order to fill in a limited time, and economic necessity drives them to meet his demands.

Homework is found in almost every industry where processes can be done by hand or by simple machines—embroidery, knitting, stringing beads, carding buttons and snaps, crocheting, cutting lace, beading, making lamp shades, underwear, artificial flowers and feathers, jewelry, gloves—to name a few. It is done on farms and ranches, in small-town homes and city tenements, in adobe hovels on the Mexican border or thatched Puerto Rican huts Wherever they can be reached by mail or express there is an actual or potential supply of homeworkers. Their number is limited only by the millions of families whose income from relief or other sources is so low that they are in urgent need of a few extra cents a day and will accept any terms of employment to earn it.

Some of the workers are those who have been driven out of factories by the depression, but they are, for the most part, women without factory experience, unorganized and unskilled, or skilled only in traditional homecrafts. Many of them are foreign-born and non-English speaking. With no bargaining power in the labor market they are completely at the mercy of the least scrupulous employers. How far such employers will go is shown in the reports of federal and state labor departments of wages of one cent an hour with ten cents rated as "good pay." Hours stretch through the whole waking time of the worker during rush periods; it is not uncommon for an employer to give out a stint in the evening to be returned the next morning. Very young children help with the simpler work. The US Department of Labor reports that 17 percent of the workers on dolls' dresses interviewed were children under fourteen.

It is hard to believe that these conditions exist in a civilized country but the Consumers' League of New York found them in New York in 1934 in a state which limits the hours of work of women in factories to forty-eight, prohibits night work of women and the labor of children under fourteen, and has a minimum wage law.

WITH the combination, during the depression, of the demand for "bargains" and the plight of the unemployed, homework flourished as never before. It is obvious that homeworkers cannot live, let alone support a family, on the wages quoted. So the Women's Bureau found that in various industries 15 percent to 50 percent of the families interviewed were receiving relief. Undoubtedly a large proportion of the rest were on the ragged edge. With a grocery order furnished from public funds, fifty or even ten cents a day can keep the gas turned on and pay something on the rent to stave off eviction. I have known relief workers who encouraged clients to work for such wages to prove their independence. Even some with better economic sense push families back to the limit of their "invisible resources" without inquiring too closely what those are. But low relief budgets are in themselves a sufficient driving force.

With this indirect subsidy from taxpayers, homework has constituted disastrous competition for factory industry,

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pulling wages down to its own level. Factory employers complained that they were being taxed to support the homeworkers and competitors who were running them out of business, and were the most earnest advocates of the abolition or strict control of homework in almost every NRA code for industries in which it was a factor. These provisions were effective only where the unions were strong or homework was negligible anyway. Elsewhere the machinery for enforcement was inadequate. In any case, the Schechter decision has turned the problem back again to the states, and it is an urgent one.

In some sections homework is not yet extensive, but it is such a fluid evil that as it is eliminated in one state it springs up in another, literally the next day. To evade regulation a manufacturer need not move factory or equipment; he need only change the names on his mailing list. Each state which delays in setting up effective control will find the volume of homework with which it must deal increased tremendously. We hope soon to reach the point where no homework will actually be done within the borders of New York, but we cannot prevent New York from continuing to be its greatest employing and distributing center.

There is no question that state control should be aimed at complete abolition. It sounds very well to say that there is no harm in homework if it is brought up to factory standards, but there is no known method by which this can be accomplished. Probably the best conditions now existing are those in fine glove making in Johnstown and Gloversville, N.Y., where the union is powerful enough to negotiate for both home and factory work. Even there homework piece rates are 10 percent below those for factory work, and earnings are further reduced by the costs of power, oil, needles, repairs and the original purchase of machines. About a tenth of the workers interviewed by the Women's Bureau admitted receiving help from children in the family, and cases were reported of rush orders done overnight. No state inspection which is remotely practicable can enforce hours, wage and child-labor provisions in thousands of scattered homes. Years of experience have shown that even sanitary inspection can detect only the worst cases of dirt and of chronic disease. The whole family may have scarlet fever between inspections and work all the harder to pay the doctor's bill.

Granted the aim of the law, should it be a flat prohibition as in Connecticut, or a gradual tightening up as in New York? The New York law provides that the Industrial Commissioner may prohibit homework wherever it constitutes unfair competition or is harmful to the homeworker. Taken literally this would mean in all industries, but it will be administered to deal with the worst offenders first and extended industry by industry.

Experience under the codes demonstrated that it is far easier to prohibit homework in law than in fact. There is no more difficult problem to labor law administration than homework, requiring endless patient, intensive work to trace it to its source of thousands of large and small employers, often factory operators who can conceal the practice. In states where homework is small in volume and confined to a few industries, it should probably be dealt with on all fronts at once before it gains a further foothold. Where it is widespread and firmly entrenched as in New York, "a law against it" is an empty gesture if it goes beyond the practical facilities for enforcement.

The US Department of Labor is actively stimulating action in all states, but even so results will come slowly. Meanwhile, each state can prevent the exploitation of its own homeworkers. No state can protect its factory workers or employers from the competition in its own markets. At the request of the National Conference on Labor Legislation held in Asheville this past fall, the Department of Labor has begun an investigation of the shipping of homework from state to state and the possibilities of its federal control. There is no field in which the exercise of federal power over interstate commerce seems more clearly applicable or in which it is more needed.

Seven Boys Try Group Guidance

By ARTHUR T. ORNER
Psychologist, Child Guidance Clinic and Joint Psychological Service, Cleveland
and
EARL W. MUTCH
Research Assistant, University Neighborhood Centers, Cleveland

SEVEN young men, members of a club in the University Neighborhood Centers in Cleveland, are the subjects of an experiment in group vocational guidance, definite achievements of which are already apparent. The agency shares the purposes and program of all settlement houses, but differs in that it was established as a training center for students in Group Work at the School of Applied Social Science of Western Reserve University. Considerably more emphasis has been given to research and experimentation than is possible in most settlements. All seven members of the vocational guidance group are employed. Bob is an office clerk, Joe and William work in advertising offices, Chester is in a manufacturing jeweler's shop, Gene works in his father's restaurant, Nick and Bill are steel mill laborers. They range in age from 19 to 24.

The guidance experiment was first discussed with Abe Bonder, leader of a camera club in which the seven young men were active. He, in turn, broached to them the subject of finding the vocation for which one is best fitted, and in response to questions, recommended the Strong Vocational Interest Test as a good starter. Several of the boys filled out the test blanks and then scored them for certain occupations they had in mind. The response seemed to indicate a real interest in vocational guidance. A trained counselor was then found who was willing to contribute his services on Saturday afternoons and week-day evenings. (This ex-

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plains the collaboration of the two writers in the experiment.)

When it was suggested to the group that the services of a psychologist and vocational counselor were available, they requested that he be invited to one of their weekly club meetings. From this point on the responsibility for carrying through the project was thrown upon the shoulders of the boys themselves. Later developments showed that the group felt that the project was their own and not merely a form of supervised activity. The initial rapport between the boys and the counselor was elicited by means of informal group discussion.

THE first contact with the group indicated that the boys' interests in vocational guidance centered in better jobs through the simple process of "taking a test or two." This notion was early dissipated by an explanation of the value and the limitations of tests and measures. Particular stress was placed on the need for personal guidance. Five hours of discussion, covering three periods, were necessary before the boys grasped the idea that no definite vocational plan could be formulated on the basis of a test or an interview—or both. Only then were the various tests administered, followed by group and individual discussion and interviews.

Since only limited time was available for the project, extended over a number of months, group tests were used: two intelligence tests, a written language comprehension test, a scaled information test, two mechanical ability tests, two personality schedules, and a vocational interest locator. Three sessions were necessary to administer this battery.

The young men were found to range in mentality from low-average to superior. These findings were substantiated by the academic achievement of the group, which showed completion of grammar school to high school graduation and included one year of business college and one enrollment in an evening college course.

Mechanical abilities were found to range from inferior to superior for life-age comparison. Similar distributions were obtained for written language comprehension and fund of general information.

The personality schedules showed fair to good emotional adjustment and relative freedom from neurotic tendencies. There were no evident personality deviations which could be construed as "abnormal." In general, the seven boys represent a small cross-section of young manhood in the middle socio-economic bracket of current American society.

PERSONAL interviews disclosed ambitions and strivings but little in the way of definite vocational plan. The expressed vocational interest was not clearly defined in terms of acquaintance with the field, requisite education and training, financing such training, availability of placements, or even personal qualifications. Only two boys were employed in the general field of desired specialization but even these had not clearly outlined future training plans.

A serious attempt was made to interpret to each boy his potentialities and how they might be utilized. General fields of work rather than specific vocations were used as illustrations. Personality assets and liabilities were discussed in the general sessions and specifically applied in the personal interview. Emphasis was placed on having each boy review himself objectively; one method was to have him list his assets and liabilities, physical, mental, social, and so on. The results of the tests and conferences were gratifying. As one of the subjects expressed himself: "It [personal interview] was more like a confessional. I could talk freely because I was understood. Before this I had ideas, but could not tell them to just anyone."

In order to ascertain group opinion as to results accomplished and further procedure, we asked each boy to give a personal evaluation of the project. The consensus of opinion indicated that the experiment had enabled each one to crystallize his vocational thinking and to attempt to capitalize mental and personality traits assumed as assets. It is too early in the study to predict final outcomes in terms of vocational accomplishments.

THE two reports given below are representative of the group feeling. While not intended for publication, each boy has given permission to include them here:

When I was going to high school, I chose a commercial course because my sister had taken one and I didn't have anyone to consult with on the matter. I say I chose it but literally it was sort of thrust upon me because my parents didn't take an interest in my life work and neither did anyone else.

After graduating from high school I knew I wanted to go further to school, but I didn't know what to specialize in, so, as my sister went to a business school, I did the same. Here, again, I had no one to consult with in my life work.

After working for about three years at different office jobs, I came in contact with a man working in the line of helping others with their life work. In working with him for about eight months I can say this: I have told him of my situation and how I feel on certain things that no one else seemed interested in. On taking certain tests he has found out my potentialities for different kinds of work and I have found my interests expand. He has explained to me what it takes in time and investment to begin specializing in a certain line. As we have been working approximately eight months, this is all I have to write.

The second boy is more specific in relating the details of the guidance project to his broadened outlook:

In reviewing the discussions and the tests I have taken under Mr. Orner, I find the greatest benefit I have derived is the fact that I have gained more confidence in myself.

Previous to the time of the examinations I had been interested in several different ideas but as time went by my interest was gradually waning and my mind was falling into a sort of lackadaisical rut partly because I could not make a choice and the fact that I had no one to inspire me. I believe this is true in most other cases also because I have talked this attitude over with different people and this always seemed to be the case.

These tests that I have taken were only taken for the sake of having something to do at club meetings but even after the first talk which was merely explanatory I began to take great interest in them. After I took the different tests I found that I was gradually gaining interest in the different ideas which were lying dormant in my mind. I began to overcome the mental obstacles which I was placing in my path. I was gaining courage in myself.

My ambitions and interest gained their highest degree after I had a final discussion with Mr. Orner and he more or less centered my mind on one idea. I was even more jubiliant when I put his advice into practical use and found successful reports.

I only wish there could be more of these tests which were few since I believe they inspire one to continue and guide a person until he is on the right track for success in life.

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Relief Workers' Unions

By JOHN S. GAMBS

Regional Adviser on Labor Relations, Works Progress Administration

THE recent three-hour strike of relief workers in New York City raises questions about unions and collective bargaining in the minds of those employed by relief administrations. Since the movement for unionization is widespread—there are organizations in Chicago, Philadelphia, St. Louis, New York, and other cities—a sane evaluation of its implications is needed.

With the coming of the WPA, evaluation now may seem less useful than it would have been a year ago. We still have social workers, however; and although relief administrations are being dismantled, many former investigators, even in private employment, may be confronted with the problem of whether or not to join a union.

Many questions on this subject have been put to me in the past year by investigators, relief administrators, and teachers of social work. "Should we demand public hearings?" "Shall I arrest those pickets?" "What's wrong with firing every last Communist on my staff?" In the remainder of this article some of the most frequently asked questions will be stated, followed by answers which, in a process of thinking together, have met with some degree of approval. The replies, however, are not final statements; the experience of the reader will often suggest others.

How does a union differ from a professional association?

Associations are concerned with social work; unions with working conditions. Membership in an association presupposes a strong background of training and experience; membership in a union is open to the humblest employe. The pert, gum-chewing stenographer who would fall asleep over the best paper published in the convention proceedings may be without peer as a union organizer. The union is concerned intimately with the welfare of a special group; the association broadly with the welfare of humanity.

In view of that answer, isn't it unprofessional to join a union?

Unprofessional because, in a union, janitors and stenographers meet on an equal footing with trained social workers? Or unprofessional because the union is concerned with vacations, pay, arbitrary dismissals, rather than with housing programs, or the implications of the Social Security Act? If the former be the objection, one might cry shame! And snob! If the latter, one may say that fine words about housing or social insurance butter no parsnips.

But let us take a different approach. What is a profession? We may quote Secretary Perkins:

> . . . it is for the public interest that those obligations should be defined by labor itself and that such discipline as is necessary should be self-imposed and not imposed from without. This is the basis of all professional codes of ethics in modern society.

This suggests that any worker may become a professional if the working discipline is imposed from within rather than from without.

But if a teacher, let us say, has to sign in and out; if her non-attendance at institutes is set down in the principal's black book; if she is compelled to teach prepositions only in October and verbs only in May—under such circumstances the upbuilding of inward controls may languish. In similar fashion, investigators ordered to follow arbitrary rules made by local politicians may lose the desire to apply professional standards to their work.

Thus, the investigator may join a union under either of two impulsions: first, that talk of professionalism is tommyrot; second, that a professional group which lacks proper recognition, can achieve its end only by collective action.

What of the investigator who has not been irked by petty controls; who has been free to conform to his code? Should he join a union? Here the answer depends upon whether most of his colleagues are equally contented. If contentment results from individual luck, or special talent, there is more obligation to act with one's fellows than if it results from the excellence of local working conditions.

Many professionals belong to unions—teachers and musicians for example. The union of news reporters furnished the old labor board with one of its most celebrated cases. Finally, let us remember that one may be an active member of a professional association, interested if you will, in the progress of the race, as well as a union member fighting for a five-dollar increase in pay. The two lines of action are not inconsistent.

If I should join a social-worker's union, does that mean that I join the American Federation of Labor?

At the present writing, no union of social workers is affiliated with the AF of L. Local unions may affiliate, if they comply with certain requirements. Such matters are up to the membership to decide.

Do people who are not radicals join unions?

There are lots of teachers who belong to the teachers' union, and who are the least militant people on earth. Union membership is not an index of radicalism. The question has, however, a real point. Bill grows up as the son of a union bricklayer, and becomes first an apprentice, then a bricklayer and union member. He takes his unionism in his stride, for he has lived with it all his life. But Mary, whose family numbers lawyers, senators, and writers, has grown up with the notion that unions are for people whose hands are horny and black. She goes to Vassar, studies social problems and Marx; at twenty-one she has an emotional conversion and wants to reform the world. As a social worker she goes union whole hog. Because of these circumstances and others, there is perhaps more radicalism in the so-called white-collar unions than in craft unions.

I think you have evaded the point. The leaders in the union I know best are a bunch of Communists. They have rigged the rules and by-laws so that only Communists can get elected to office. They misrepresent the membership.

It is true that officers have a strategic position in an or-

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ganization. But, on the long pull and in the end, the quality of the membership rather than the accidents of election, will most likely determine the kind of organization you have. It will be left, right, or middle, depending on the energy and ability of your median group.

The leaders of a social-worker's union in New York are forever talking about collective bargaining. What is that?

Collective bargaining is an application to our working life of the democratic notions which we are accustomed to apply in political life. We talk to the boss as our equal, without fear of discrimination or dismissal. We tell him our just grievances and know he won't fly off the handle.

But are unions needed to enable me to talk to my boss as an equal? Or to present reasonable complaints?

Not if your organization is small. But if there are several hundred investigators under your director of relief, you probably never see the boss—much less talk to him as an equal or otherwise. Even if you could, you and the clerks and stenographers and aides, it would be very difficult to have all your individual complaints adjusted.

One function of a union is to systematize the complaints of the group, and to present the important ones in orderly fashion for adjustment.

I hear union officers talking not only about the adjustment of complaints, but also about taking part in decisions which relate to policy. I thought Harry Hopkins and people like that made policies.

There is a veritable hierarchy of relief policies, federal, state, and local. Your union officers probably refer to local policies primarily. My experience with unions of relief workers—as well as with unions of those on relief—is that they waste a lot of energy trying through demonstrations, picketing, and harangue to secure concessions which could not possibly be made unless Congress had appropriated twice as may billions as have been made available, and unless the entire philosophy of relief were changed.

The right to have union officers sit with all local committees that determine policy has been asked by unions of social workers. If the object of this is to have a representative sitting at the inner councils who, having gained confidential information, is now ready to divulge intimate municipal secrets to the world, then it is understandable that administrators should hesitate before granting this privilege.

On the other hand, it seems to me that unions have a right to demand that officers be informed of tentative policies which would affect directly and immediately the welfare of the worker. If mass lay-offs or wage cuts are contemplated, union officers should be consulted. Their advice, for example, as to who should be laid off—what classes, whether by seniority or rating—is extremely valuable.

Entirely apart from the justice of the cause, I am opposed to strikes. If I join a union, and it orders a strike, will I have to strike, too?

Well, you can always resign from your union if a strike vote is taken and the decision to engage in a stoppage is made. You can even go to work during the strike, although there may be people who, as you walk into the door, will call you a scab. But that would happen whether you belonged to the union or not.

But when you work for the city government, isn't it like revolution to go on strike?

Answers to this question are hard to give. Although many of the government employes in Washington are in unions, they do not proclaim the right to strike. The police strike in Boston, which elevated Coolidge to national prominence, was denounced as a revolutionary act by many commentators. Strikes often depend for success on favorable public opinion. Since strikes against any kind of government frequently arouse hostility in a community, it would perhaps be better to say that a strike of relief workers would be unwise, rather than revolutionary or illegal.

But after all, how can you strike when you work for a city government? Are not we, as taxpayers, voters, part of the city government? Isn't it all quite different from private industry? Isn't the mayor and isn't the relief director a servant of the people, just as the relief worker is?

Quite right, and for that reason, there are many limitations on collective bargaining when engaged in by municipal or state employes, which do not exist in private industry. You cannot, for example, execute signed agreements in precisely the same way that miners or clothing workers do. On the other hand, you are an employe, after all; and the local administrator, even though he be an employe as well, is your boss. The problem presented here should be pursued in the authoritative studies on this subject written by Sterling Spero.

The union I am thinking of joining talks a lot about free speech and free press. I thought the Constitution guaranteed things like that.

It is possible that your union leaders have in mind the famous Sidonia Dawson case in New York. Without going into this long controversy, let us grant that some directors of relief may dismiss workers who publicly attack their policies. Unions feel that this is an unwarranted denial of the right of free speech. Some relief workers might also be discharged for innocently releasing information to the press by a premature statement.

My feeling about this question—and it is one which I have had the greatest difficulty in thinking through to an answer which satisfied me—is that a dismissal of this sort might be put up to a neutral board for decision. And in cases which, though not involving free speech, present knotty questions of ethics, the recommendation of a neutral board, democratically chosen by the administration and by employes, might be helpful.

The president of the relief workers' union in my city is not now employed by the relief administration. He lives off the dues of the members. Shouldn't an officer be an employe?

Your union has, apparently, got along pretty far in the world! Indeed, it would be better if union officers were unpaid. No doubt our large labor unions suffer from bureaucracy. Yet how absurd it would be if President Green of the AF of L had to spend eight hours a day digging coal. He is a man of large affairs. The head of a big, active union already has a full time job.

But the question has wider implications. Many employers resent having to deal with a union officer who is not in the family. Often the motive is selfish, for an employer feels he can bargain more sharply with one of his employes

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than with an outsider. Regardless of the feeling of the employer, and of the membership about an officer from outside, a union should demand autonomy in its internal affairs.

In our city there is a union, but it represents only a minority of the employes. Most of us are satisfied with working conditions. Is there any moral, professional, or other obligation on me to join a minority organization which listens to a lot of agitators?

If your question describes the situation exactly, I would doubt the wisdom of encouraging such a union by becoming a member. You say that most of you are satisfied. What real evidence is there that dissatisfaction is limited to a very small group? Some employes will not grumble because they are tactful, others because they are indifferent, others because they are afraid; there are the wise, the ambitious, the hypocritical. The true temper and spirit of a working force is not easy to fathom. To discover it, merely on the issue of unionism, secret elections under federal auspices, have been used as a device. Sometimes even these have failed to tell the story.

The charge that a union fails to represent either the working force or even its own membership is the stock in trade of the anti-union employer. Sometimes he may be entirely right; sometimes he may be technically right, in that if the workers followed wise leaders instead of demagogues, their demands would be more justifiable; the fact that demagogues can round up a following, however, argues that labor relations are none too good. Usually the employer who blames unrest in his plant on "outsiders" or "agitators," is wrong; the thing at fault is, immediately, his handling of labor problems; at a second remove, it is the prevailing social and economic winds.

I'd join the union, if it weren't for the coercion and pressure used by members and organizers. Jane's aide, who is an active member, has threatened to give her a low rating if she doesn't join.

Unions have used even worse pressure in urging members to join. One miners' union—so eager was it—once cracked the knuckles of truck drivers with baseball bats after pulling alongside on motorcycles. The trucks contained members or potential members of a rival union—all on their way to a mass meeting. The drivers lost control at high speed. Scores of men were injured and some killed.

Pressure to join a union ranges from death to something so gentle that it resembles community chest or Red Cross drives. Pressure is legitimate up to a certain point—in salesmanship, in stimulating larger church collections, in wooing a woman or landing a husband—why not in unions? If this is conceded, the argument remains that too much pressure is being used. There seem to be at least two ways of meeting this problem: don't join a union whose tactics antagonize you; join, but use your leadership qualities to make improvements—bore from within.

The use of questions and answers has to some degree given this article the appearance of a forum, or of a debate, in which the honors went to the answerer, who took a pro-union point of view—even though he told the reader that some union members have wantonly killed members of other unions, and has presented other damaging evidence.

As a matter of fact, the writer is pro-union. He concedes that there are bad unions. He wishes there were peace on earth and good will towards men—for then there would be no need of unions. But in this imperfect world, there seems to be a place for workers' organizations; and sometimes even bad organizations are better than none.

Public Welfare and Public Opinion

By ELWOOD STREET

Director of Public Welfare, District of Columbia

PUBLIC social work has reminded me recently of an elephant in a zoo, pursued by a vindictive mouse of criticism and shuddering and trumpeting before the little beast to the edification of the onlookers.

It seems evident that public opinion is in a bad state regarding all social work. There is much talk of the depression being over and of people who won't work, and much criticism of social work and social workers. Although all social work which has failed to interpret the human needs and services of its communities is to blame for this state of affairs, public social work is especially delinquent because in general it has not had a progressive policy of active interpretation of what it was trying to do and how it was doing it. The interpretation of public social work has been largely negative—waiting for criticism and then saying, in effect, "You're a liar," or else defensive or apologetic. Only rarely have there been positive and aggressive efforts to inform communities of the functions and services of their public agencies.

Public social work has a responsibility which it cannot dodge or abdicate. Within the scope of its varied institutions and agencies are probably ten times as many people and ten times as much money as private social work ever has had or ever will have. Moreover, as every well-informed person knows, there is every likelihood that its scope will be greatly expanded during the coming years. Public social work is here to stay on a new scale—but to fulfill its obligation for adequate and effective service it must create an informed public opinion where now there is ignorance, and reluctance to finance necessary services.

It must be realized that public welfare competes for its funds with other necessary services—fire protection, police, education, streets, health, parks and playgrounds and so on. It must be admitted however that it has built up much less acceptance for itself in the public mind than almost any of the services with which it competes. Social workers, whether public or private, cannot take it for granted that funds for public welfare are any more important to citizens, city councils and state legislatures than other forms of public expenditures. I do not mean that other necessary public services should be curtailed to provide public welfare funds, but I do mean that only effective and continuous interpretation will bring home to taxpayers and appropriating bodies that public welfare is a vital governmental

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activity and must be maintained along with many others.

As I see it a new and positive approach is needed to the understanding of public social work, based upon a consistent philosophy and a competent performance of that work and upon the use of a continuous and varied technique of interpretation.

The philosophy of public social work must be that the community as a whole, broadly interpreted, has an obligation for the welfare of its people as a whole. The problems of public welfare are too great for handling by private philanthropy. Private social work has its place of course, a necessary and important place, but public social work must unquestionably be charged with responsibility for the whole problem, in the whole area of the community, within the whole limit of legal responsibility.

ALONG with responsibility must go competent execution. Private social work has made a large contribution to public welfare development through the infiltration of its trained workers in all ranks of the service. Many schools of social work are now training their students in public social agencies and public officials are accepting increasingly the importance of skilled social workers. The prospect for a steadily rising level of competence in public agency personnel—and by that token the competence of agency performance—is, I believe, better than ever.

But competent social work grounded in a broad philosophy does not speak for itself. A thoughtless public is only too willing to think ill of that of which it does not hear good. Complainants are invariably more articulate than those who are satisfied. Private agencies have developed programs of interpretation of sorts because they must be known and understood by a considerable body of citizens if their voluntary support is to be forthcoming. Public agencies are only now beginning to realize that they require interpretation just as diversified, as varied, as intelligent and as thorough-going as that of private agencies. This does not mean the hullabaloo of a money raising campaign, but a continual flow of information and facts, statistical, financial and human. There need be no competition here with private agencies; rather, the closest cooperation is indicated. Certainly, representatives of public and private social agencies concerned with an informed public opinion should confer upon their problems, agree upon their plans and carry them out persistently, cooperatively, harmoniously and without duplication or conflict. The human welfare problems of a community must be interpreted as a whole.

The business of interpretation is perhaps easier for public social agencies than for private because the public official does not labor under the suspicion of "press agentry," especially among the newspapers. The public social worker, ready to give information regarding his service, is usually more cordially received than the private social worker, suspected of seeking publicity for the purpose of financing his organization and incidentally his own salary.

But public social agencies in general do not employ publicity representatives. They do not, except rarely, have anyone whose whole duty it is to seek out and develop channels through which information may reach the public. They depend largely on the fact that newspaper reporters covering city halls or state capitols include public welfare agencies in their "beats" and use such material as they happen to find. As I have observed public agencies, it seems to me that they have not grasped the importance of public opinion and, in consequence, have failed to use their available opportunities and facilities for informing the public.

Perhaps I can illustrate what I have in mind by suggesting some of the things a director of public welfare might do by way of interpreting his department and its work. This department presumably is located in the city hall through which newspaper reporters range regularly. The director can and usually does give the reporters the monthly statistical reports of the institutions in his bailiwick. But he can, if he will, interpret these reports with little stories that point them up and bring out features of interest or significance in the life of the community. Especially he should keep the reporters informed. They will challenge him with innumerable questions regarding changes in policy, criticism of his institutions and so on, but he should answer fully and frankly, taking them into his confidence and explaining his reasons when it is necessary that he should not be quoted. This confidence is not likely to be abused. An informed reporter is a helpful one.

The director can organize committees on interpretation among the staffs of his various institutions and can train them to turn in accounts of events of presumable news interest. He can offer the newspapers suggestions for possible interesting photographs in the institutions. He can make sure that surveys which are made by the research department, if he has one, are suitably summarized for publicity purposes. He can see that the annual reports of his institutions are given to the newspapers, section by section, with interpretative notes, rather than in a single lump too comprehensive to be comprehensible. He can organize an annual meeting with attractive programs including exhibits of the work of the public institutions to which all employes, the public and the newspaper men are invited. He can see that important events in the history of his institutions, anniversaries of their founding, and so on, are suitably commemorated. He can constitute himself a source of acceptable idea for "feature stories" with suggestions on where in his institutions will be found the "color" and human interest to make them vivid.

He can see that all complaints to the newspapers regarding the work of his institutions are promptly and clearly answered; that blame is not dodged, that full facts are presented. If he plays fair and doesn't ask for the suppression of anything, he can arrange with the newspapers so that complaints come to him for comment before they are published instead of waiting for a second day answer which never quite catches up. May I interject that never in twenty-two years of trying to interpret the work of social agencies, have I known the person who complained to the newspapers to tell the whole story.

BUT interpretation should not be limited to papers. The director of welfare may prepare a brief readable monthly statement concerning the activities within the department and its various institutions. This should go not only to his board, if he has one, but also to various city officials and to the newspapers; as well as to the superintendents of the various institutions it discusses. The statement or a summary of it might well be sent to interested citizens who are in key positions in the community—ministers and the like—who may help in the building of public opinion. For each of his institutions he may form visiting or advisory committees of representative citizens who will observe its problems and methods at first hand

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and interpret them to the community. If good aggressive leadership can be found, free of political bias, a local public welfare association can be organized, to promote the improvement and development of services by means of discussion, public meetings and so on. Then there is the monthly news bulletin which keeps staff members and a small but actively interested public informed about current work and policies. Bulletins of this kind, issued by public departments, are briefly described in Interpretation of Public Social Work, a bulletin of the Social Work Publicity Council, 130 East 22 Street, New York.

Local radio stations are often glad to have single talks or whole series, if they are good enough, by members of the board of public welfare or the heads of its institutions. Members of the board and of the administrative staff who are good and willing speakers may be listed as available for speaking appointments with clubs, churches and other groups.

Stereopticon slides may be prepared or amateur motion pictures made to embellish these speeches. The same slides in an automatic stereopticon may be shown in store windows. Exhibits may be prepared with the help of institution carpenter shops for display in windows, churches, club rooms and similar places. Cooperation may be developed with the public and private schools to include the discussion of public welfare problems and processes in civics and social science classes. Dramatic clubs and other groups may be stimulated to give social work plays.

These are only a few of the ways in which the alert public welfare executive or one of his staff may engage in the continuous interpretation of public social work. The list might be extended, but enough suggestions have been given to indicate that the mechanism, the media, and the opportunity all exist for continuous, effective and diversified interpretation of public social work.

Clearly public social work must and can be interpreted to the public. There remains only the determination to go ahead and do it. Instead of shuddering before public opinion, the elephant of public welfare must trumpet forth its facts and well founded opinions, drive back into its hole the mouse of vindictive criticism, and assume a rightfully respected place in the variegated zoo of agencies—social, civic, business, educational, religious—which make up the organized life of community, state and nation.

why i do not think i would make a good rural case worker

after reading the rural community and social case work by josephine brown

by marilla rettig

with apologies to archie mehitabel and don marquis

dear boss
i just finished miss browns book
and i dont wanta be
a rural case worker
on account of i dont claim
to be a superwoman or
a paragon
period
the only women who ought
to even think of this job
oughta be old maids
on account of
they are the only one
who would give a
lifetime to
a community program
and they wouldn't care
if there wasnt
any place to go
when they quit work
except home
exclamation mark
moreover
boss what worker
could possibly have
all those qualifications
laid down by miss brown
question mark
by the time she learned
how to be a bookkeeper
treasurer stenographer
file clerk statistician
case record writer
and what not
as well as public speaker
amateur farmer psychologist
fund collector and interpreter
of what the board is and does
and tactfully so too boss
and has six years in college
with courses in agriculture
and farm management just
thrown in for good measure
and three to five years experience
preferably rural
what i mean is boss she would be
very aged no less
period
and when she starts on the job boss
and carries 400 cases
and covers 1000 miles
maybe without an auto
on account of she cant
get the board to give her one
and talks the pta into
giving roller skates to the kids
and county fairs into giving
rest rooms
and the state hospital to lend
a psychiatrist
and gets papa farmer to see light
and farmers children to see papas side
too
all these she must do besides having
judgment
commonsense patience and humor
and a constitution unbeatable
and boss miss brown even
expects her to remain friendly
and to all free from prejudice
and while in rome to do as
the romans do though to
tell the truth boss there
isnt anything else to do
if she doesnt want the
romans to talk about her
and all that priceless personality
boss for a measley 2400 a year
it aint right boss really
with all that she oughta be
president at least
period
and then boss in her spare time
miss brown wants her to be an
amateur photographer or
butterfly chaser for her own
recreation
and boss while there is life
in the old dame yet i dont
wanta try it please
on account of
i cant take it

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Transients in No-Man's-Land

By GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *How can we "send back" people with no place to go? For example, what about—*
>
> *The Joneses, seven in all, who reluctantly agree to go back, but change their minds en route and turn up again on your doorstep?*
>
> *Mrs. Wilson, and her wheelchair, passed on by someone who thought it a good idea to send her back to the state where she grew up, but bought her a ticket only half way?*
>
> *The elderly Fosters, with two bright young sons, for whom going back means the poor farm and the break-up of the family?*

MISS BAILEY was about ready to call it a day when Miss Tucker put her head in the door.

"It's the Joneses, Miss Bailey. They're back."

"The Joneses—back? It isn't possible!"

But it was possible, for there they were in the outer office: father, mother, four children and a chipper little grandmother—the brains of the lot. And down at the door was the tatterdemalion car that only the week before had been oiled and gassed to transport the Joneses across four states back where they came from. Miss Bailey had counted the Joneses departure as a minor triumph. Food for the four-day trip was stowed in the car, the direct route marked on a road map, overnight stops and additional gas and oil all arranged for and everything fully agreed to by the Joneses.

To be sure it had taken the Joneses some time to decide to agree. They had pulled out of Theirtown because they couldn't make a living and, with the relief allowance only $2 a week, had nothing to lose. The grandmother had engineered it, trading the cook stove, the bedsteads and the surviving chickens for a deplorable old car. It was she who had learned the ropes of the transient service and opposed the idea of going back, "just when we've got to liking the place."

But even she had shrewdly seen that the chance for a WPA job was better in Theirtown, and that if she was to get an old age pension anywhere it would have to be there. She understood too that unless the family got back within the year of their departure every right of their long residence would be forfeited.

A whole sheaf of letters in Miss Bailey's file testified to the completeness of the plan to send the Joneses back where they belonged, and to get them there—a matter of days—before they lost their rights.

The only trouble with the plan was that it hadn't worked. The Joneses should have been in Theirtown four days ago. Instead they were in the outer office this very minute.

"What happened?" It seemed to Miss Bailey that only a first-class earthquake could have precipitated such a catastrophe.

It wasn't Miss Tucker who answered but the voluble grandmother who had crowded into the office.

In the first place they'd decided to take another route and to see a little more of the country—goodness knew when they'd have another chance—and it had rained so they laid over a day; then something broke on the car and another day was lost. The real trouble though was in the reluctance of relief offices to supply gas and oil without authorization. ("And we'll still have to fight out the reimbursements," Miss Bailey told herself.) With so much bad luck it didn't seem as if it was meant for them to get to Theirtown, so back they turned—"I reckon we'd best go to the shelter tonight and tomorrow you ladies will want to make another plan. There's four hungry children to think about."

The only plan Miss Bailey felt like making at the moment was one for the liquidation of this sharp old woman who had known so well how to get what she wanted. The family was legally transient now, without settlement anywhere, and transient they would be until they could maintain themselves for twelve consecutive months without public assistance. Another few weeks and there would be no federal funds for such as they, nor state or county funds either. "They can't stay here. Send them back where they came from," was the order.

From the outer office came the cry of a child. Miss Bailey reached into her desk for the order on the shelter. The old woman was right, there were four children to think about. Their needs were imperative, their rights were clear. But how define or enforce them in the face of laws and rulings all tangled up with unpredictable human nature? The shrewd stubborn will of the old grandmother was probably an element of strength in the family situation. Perhaps the plan should have rested on that factor instead of on laws that change from state to state with gaps for people like the Joneses to fall through.

MISS BAILEY hadn't the least idea what was going to become of the Joneses and the people like them who refused to fit into any theoretical solution of their problem. She had no answer to her own question "What next?" but back of it was conviction that the forces of human decency must ultimately prevail over ill-conceived local laws and short-sighted national policies. The old woman had said "There's four hungry children to think about." That was something you couldn't get away from.

Few of the shifts in the relief program have so disturbed the workers close in on it as the wind-up of the federal transient service and the increasing local pressure to send people back where they came from. Such a policy, they say, ignores both legal and human realities. The WPA, their experience indicates, has served somewhat to check new transiency and to draw back to communities many people who had not forfeited their legal rights. The "security wage" held a hope that relief, thin and uncertain, did not.

But the liquidation of the transient service assumes that every human being belongs somewhere and that the community where he belongs is willing and able to accord him his "rights." That, workers say, just isn't so. Too many people don't belong anywhere, and too many communities

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do nothing more than pass the buck back and forth.

"We are already beginning to get a few pass-ons from places that have clapped on the rule to send them back," says a travelers aider in an eastern city, "Anyone of them demonstrates the stupidity and futility of blanket rules for human beings, and often senseless cruelty besides. We were just closing up one night last week when a taxi driver trundled in a half comatose woman in a device concocted of a folding chair and old bicycle wheels. He had picked her up at the bus station, where she had landed after a twenty-four hour trip from the west with only such food and attention as other passengers gave her.

"The story, as we pieced it together, was this. Mrs. Wilson, her husband and two boys had for years toured with a carnival. They'd never had a home. Three months before, Mrs. Wilson 'took sick' and went to a hospital in the town where the carnival was showing. About everything was the matter with her—including diabetes and arthritis. Of course she couldn't travel and the husband and boys had to go on with the show. No one had any money, but a hospital cared for her as a transient.

"THEN came the ruling to send people home. Mrs. Wilson didn't have any, but at some time or other she had mentioned to a worker that the only place she had ever called home was the seaboard city which she had left when she was fifteen. That was enough. They bought her a bus ticket this far, rigged the wheel chair, gave her the address of this office and sent her off. And here she was, completely helpless and in need of hospital care.

"But that wasn't so simple, for our hospitals have their rules, and they weren't taking in stray chronics if they could help it. It took an hour of telephoning to bully one of them into taking her for twenty-four hours. We put in the next day in a frantic effort to find some sort of a status for that miserable woman who fell between all the rules of public agencies and for whom no single private agency could take responsibility. We might have worked out something with the local transient bureau, but before we could turn around the hospital, quite pleased with itself, found the answer. One of the doctors had been so touched by the idea of Mrs. Wilson returning to the one place on earth that she remembered as home, that he had taken up a little collection to buy her ticket the rest of the way. At that very moment she and her 'funny little chair' were on the bus, and by night she would be 'home.'

"Don't ask me what became of her. I don't know. And if I let myself ask my mind begins to give way. Can you imagine her dumped off the bus, with no place to go, no institution willing to take her, not a friend or relative in the place? What was the reasoning of the people who shipped her off in the first place? They didn't have to. Rules or no rules there are ways, as good workers know, to avoid such callous treatment of human beings.

"I seem pretty wrought up, don't I? Well, I am. Wrought up over this casual business of passing on helpless, bewildered people, transient not by instinct or desire, but by circumstances and illogical settlement laws."

There is no doubt in the minds of workers, whether in public or private agencies, that many transient families have a better chance to make a decent life for themselves in communities where they have roots. But even when logic and reason point to their return, there may be intangible human factors involved that make it of doubtful value either to the families, to the communities or to society.

"Everything in my long experience," says a worker transplanted from travelers aid to transient service in a mid-west city, "tells me that the more we put the screws on people to force them back where we think they belong, the less likely are we to accomplish any lasting good.

"Few of the cases are simple; some of them need a Solomon to fathom the issues of ultimate wisdom. Take the Fosters for instance, the oldish but devoted parents of two bright, ambitious boys of twelve and fourteen. They left their little home town, practically all of it on thin relief, when, in one of the periodic purges of the relief rolls, some one decided that the parents should go to the poor farm and the boys be—well, they didn't call it bound out, but that's what it amounted to. Terrorized at the prospect of losing their children, the parents sold their last possessions and made their way here in the pious but mistaken hope that the church could help them keep the boys.

"Now what would you do about the Fosters? Send them back? If the old people go into the poor farm now they'll likely be a charge on taxpayers as long as they live and the boys will wander off to no one knows what. Isn't it better business in the long run to keep that family together until the boys can support their parents? They're bright kids; they'll make good if given half a chance. Doesn't that make more sense than to break up the family?"

The withdrawal of federal funds leaves the transients, the social workers say, in the no-man's-land of relief. Settlement laws are rigid; communities are hostile. "There is no reality in the idea that all these people can be sent somewhere else than where they are. Our whole structure of settlement laws is squarely in the way, even if there were no human equation involved. Some of these families are beginning to put out stabilizing tendrils in the communities where they are—the children are in school, a sense of again belonging somewhere is taking form. But technically they are still transients and the pressures are all in the direction of denying them local help of any kind,

We say, "send them back." But where? And suppose they won't go? There is no legal authority to deport them. After all they are citizens of the United States, and worklessness is not a crime. If we persist in barring these people from relief will we not be turning out a horde of beggars, men, women and children? What else can they do?

Given the present federal policy and the trend of local practice what can social workers do, they ask, about these outcasts of relief? "For one thing," answers one of them, "we can raise our voices loud and long against the stupidity and injustice of indiscriminate rulings that ignore the facts of state laws and take no account of the variations of human motivation. And if rules there are, we can fight for exceptions—and fight and fight."

WELL over 30,000 reprints have been sold of this series of intimate discussions of day-to-day contacts of social workers and their clients. Twenty-four articles published prior to May, 1935, are contained in three pamphlets, Miss Bailey Says . . . Thirty cents each postpaid from The Survey. Quantity rates on request.

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The Common Welfare

The Law in Court

BEFORE this issue of The Survey reaches you, newspaper headlines probably will announce the Supreme Court's decision in the TVA and AAA cases. Constitutionality of another law of wide social-economic import, the Guffey Coal Act, will be argued presently before the highest court. [See The Survey, December 1935, page 367.] Officials of the National Labor Relations Board announced just before Christmas that the decision of Judge Merrill E. Otis of Kansas City, holding the Wagner Act unconstitutional in its entirety, would be appealed. The case, the first ruling on the Wagner Act, grew out of labor trouble at a flour mill. Judge Otis, a Coolidge appointee, based his decision on a narrow interpretation of the "commerce clause." In its effort to safeguard the right of employes to organize without interference from management and to bargain collectively, Judge Otis held that the Wagner Act treats the worker "as an incompetent. . . . He is the ward of the United States to be cared for by his guardian even as if he were a member of an uncivilized tribe of Indians or a recently emancipated slave."

The Majestic Flour Mill case was not an appeal from a decision of the Labor Relations Board. Such an appeal would include the Board's thorough study of actual labor conditions, showing the situation the law was designed to correct. For this reason, advocates of federal legislation in this field are urging that the test of the Wagner Act before the Supreme Court be based, not on the Kansas City ruling but on a case which involves an appeal from a decision of the NLRB, such as the Greyhound bus case.

Foods and Drugs Again

THE bitter fight for better food and drug legislation waged in the past two sessions of Congress probably will be resumed in January when the Copeland bill, S. 5, comes before the House Committee on Interstate and Foreign Commerce. As passed by the Senate last May, the Copeland bill is not an unmixed blessing. It is stronger and more inclusive than existing legislation, but is seriously scarred by compromises with its opponents. After a careful analysis the Bureau of Legal Medicine and Legislation of the American Medical Association finds it disappointingly weak, especially in respect to drugs, including "patent medicines." (Journal of the American Medical Association, December 21, 1935, page 2055.) The Bureau urges that this measure be amended or a new one substituted, both in the general interests of the consumer and those of state legislation which undoubtedly will be patterned on a federal measure.

Need for both federal and state action was illustrated vividly in New York State a few weeks ago when the Westchester County Board of Health was considering an amendment to the Sanitary Code to require a physician's prescription for sale of certain dangerous drugs. The State Department of Health, however, pointed out regretfully that the power of the State Board of Pharmacy to regulate sale of "drugs, chemicals, medicines and poisons" specifically excludes manufacture and sale of proprietary medicines. Believe it or not, New York State now has no way to ban a "patent" poison. It is up to the people, locally and nationally, to constitute themselves a committee of the whole to counterbalance the powerful commercial lobbies that are seeking to keep laws from the statute books which would protect them adequately in health and pocketbook.

Foundation Facts

GRANTS by sixty-eight leading foundations decreased 53 percent from 1930 to 1934, though the security holdings of the eighteen largest actually increased by a fraction of one percent. Because of drastic cuts in grants, the foundations were not compelled to any great extent to draw on their capital to meet their obligations. These are among the findings of a new study by the Twentieth Century Fund, reported in a booklet entitled American Foundations and their Fields. The Fund made similar studies for 1930 and 1931.

Altogether, 123 foundations are included in the 1934 report. Of these, forty-nine are situated in New York City and control over $514 million, or 83 percent of the total known capital of all those listed.

In 1934, the most popular field with foundations was education, with grants of nearly 27 percent of the total disbursed during the year. Medicine and public health was a close second. The only other field receiving more than 10 percent of the total was social welfare. Social science received 9 percent, physical and biological sciences 5 percent, economics and international relations each 3 percent. As compared with 1930, the heaviest losses in support were suffered by physical science, medicine and public health, and child welfare.

In comparing the assets and disbursements of the twenty largest foundations, the survey finds that the Carnegie Corporation takes first place in assets (22 percent of all foundations together) but third place in amounts granted; the Rockefeller Foundation is second in assets but first in grants; the General Education Board is second in grants.

Unwanted Children

BIRTH control made the front page of the New York newspapers the first week in December when a mass meeting called by the American Birth Control League and addressed by members of the clergy, social workers and others, passed a resolution demanding that "all agencies administering family relief inform mothers on relief where they may secure medical advice as to family limitation by methods in accord with their religious conviction." The resolution held the headlines through the next ten days during an interchange of views between a group of thirteen Protestant and Jewish clergymen and His Eminence, Patrick, Cardinal Hayes, who expressed his disagreement in a sermon at St. Patrick's Cathedral and in a public letter chiding the clergymen for a non-moral approach and citing the American prospect for a stable or declining population. The controversy shows dramatically that a topic

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recently considered almost disreputable has become a social issue of moment to thoughtful and conscientious citizens.

All parties to the discussion united wholeheartedly on one ground, emphasized by Cardinal Hayes, that one goal of civilization is a society in which families can and will want to have children. Representatives of the Birth Control League pointed out further that the Roman Catholic Church has sanctioned books describing certain "natural" methods of family limitation. The thirteen clergymen emphasized the fact that their stand was not for coercion, but for liberty of conscience for those who accepted or who declined use of contraception. Now and for as many years past as we have had vital statistics, the largest numbers of our children have come into the homes least able to give them the welcome, security and protection that every child should have. While working for that security and protection, can we ask that children pay the price of their parents' social or emotional limitations by coming into homes where they are unwanted for any reason at all.

Free Speech for Planners

TWO days of free discussion without a single set speech or exhortation on the merits of the cause is the proud record of the conference on state planning administration held in Chicago last month under the sponsorship of the American Society of Planning Officials. Some ninety officials from thirty-one states and several arms of the federal government participated.

The most difficult question presented to the conference was the definition of the proper function of a state planning board. Some of the newer members held that the function is research—fact finding, surveys and the like; others longer in the business asked, finding what facts for what? Dr. Charles E. Merriam, of the National Resources Committee, suggested that perhaps the movement, after only two years' experience, was still too young to warrant a single definitive answer.

The discussion of methods of approach to state planning indicated a wide divergence the country over and raised a variety of basic questions. For instance, should a State Planning Board have civilian or official members; should its powers be advisory only, or should it be able to veto projects of state departments; what should be its relations to the governor, the legislature, federal agencies?

At this meeting professional planners and technical consultants took a back seat for once while journalists, physicians, engineers, agriculturalists and other "lay" members of newly created state agencies discussed the problems of organizing their operations, and exchanged experience on the way fundamental questions are being tackled in various parts of the country.

SCIENCE is not merely a matter of test tubes, the Science Advisory Board shows in its Second Report, published simultaneously with the expiration of the Board's appointment on December 1. Science represents that competent and impartial approach, unswayed by politics or policy, on which democracy must rely when government is "in the stage of transition from the more passive and regulatory role played in the past to one of more intelligent and broad supervision and initiation." The report tells the story in terms of land, water, public health, patents, railways and the like. The Board recommends development of a national program to make most effective use of the nation's great scientific services, within and without the government, and the creation of a permanent non-governmental science advisory service. The latter most happily is being done under the leadership of the National Academy of Sciences.

LITTLE by little the researchers of the FERA are finding the answer to the question, "Who are these people on relief, and why?" In a new monograph by P. G. Peck and M. C. Forster, FERA presents results of an examination of six rural problem areas with high relief rates and analyzes their human and material resources and the outlook for rehabilitation of their people. From the cold hard facts of the study Corrington Gill of the FERA concludes that, "The nature of the problems involved in these areas indicates the necessity for a fundamental readjustment of people and natural resources if the factors responsible for the relief situation are to be mitigated." The findings have wide application and afford basic data for the study of the sociological problems of rural America.

SIGNIFICANT anniversaries were honored at the annual meetings of the "learned societies" held in New York during the holidays. With its December number, the American Labor Legislation Review completed its first quarter century of service, and the American Economic Association celebrated the fiftieth anniversary of its founding. In his hundredth signed editorial, John B. Andrews, editor of the Review, looks back to the first number, January 1911, when this country had no workmen's compensation or mothers' pension law, and no modern state industrial commission to administer labor legislation. The Review's supporting organization, the American Association for Labor Legislation, at its December meeting focussed its unusually stimulating program on social security legislation, with sessions on constitutionality, administration, excluded groups, public policies, old age pensions. The program of the American Economic Association was developed around "the changes in economic thought and in technology that have occurred in the Association's lifetime."

TWO notable gifts to Harvard University last month attracted much favorable comment by reason of their timeliness in relation to their public purpose. The first was of $2 million given by Lucius N. Littauer, New York glove manufacturer, to establish a Graduate School of Public Administration; the second was of $500,000 by Thomas W. Lamont, New York banker, for a professorship, preferably in the field of political economy, the first under a new plan by which eminent scholars would be free to rove among the university departments in order to unify the knowledge of specialized fields. The Littauer gift is an answer to prayer to those who hold that government service is a career worthy of the best in training and education, and that raising it from "an occupation to a profession" will "set a new tone in American public life." A quarter of the gift will be used for a building and three fourths for endowment. The Lamont gift was made with no proviso but with the hope that the University would be able "to call to this chair a scholar pre-eminent in the field of political economy concerning himself as much with the behavior of man as a social animal as with any known laws of industry and trade, agriculture and finance."

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The Social Front

Labor

ORGANIZED labor is given opportunity to cooperate constructively with management under the new employe relationship policy of the Tennessee Valley Authority. After a year of study, TVA has formulated a policy recognizing the right of collective bargaining, and creating machinery for handling grievances. [See Survey Graphic, November 1935, page 529.] Management-employe conferences, as provided in the agreement, are going forward. These conferences will consider not only questions of wages, hours and working conditions, but such broad problems as elimination of waste in construction and production; improved workmanship; education and training; conservation of materials, supplies and energy; relations of employes to the public. They are regarded by both workers and management as placing upon the employe a social responsibility, and enabling him to express himself as "a citizen of an industrial democracy."

Waitresses' Pay—The report of the minimum wage board for hotels and restaurants has been approved by New York State Industrial Commissioner Elmer F. Andrews. Mr. Andrews has announced that he will issue a directory order putting into effect the recommendations of the board. [See The Survey, October 1935, page 305.] The scale provides a minimum wage of 18 cents an hour in cities over 100,000; 17 cents in smaller cities; 16 cents in towns of 10,000 or less. For non-service employes, 27, 26, and 25 cents are set; for resident employes, $9.50, $9 and $8.50 a week No deductions for uniforms are allowed. Where meals are not provided, rates are to be increased 6 cents an hour. The rates were criticized in hearings on the report, workers' representatives claiming they were less than a living wage, employers that they were "ruinous."

Handling Strikes—What public officials should and should not do in time of industrial strike is reduced to "five points" in the current issue of Public Management, journal of the International City Managers' Association (850 East 58 Street, Chicago): "The role of the city, particularly of the police should be that of an umpire protecting the rights of all parties; opportunity for free speech and assemblage should be provided; strike leaders and employers should be called in conference to establish rules of picketing, etc.; only trained policemen should have police authority; 'display of weapons or use of violence should be avoided . . . and militias called only in extreme emergency."

Study and Record—A preliminary report of its broad study of company unions has been published by the Bureau of Labor Statistics, US Department of Labor. . . . A new bulletin of the Women's Bureau, The Health and Safety of Women in Industry by Harriet A. Byrne (Superintendent of Documents, Washington. Price 5 cents) summarizes standards of hours, wages and working conditions, and methods of reducing the disproportionate amount of sickness and injury suffered by industrial workers, compared with the general population.

Youth

ONLY three months after the Schechter decision abolishing the codes, child workers are being called back to industry, according to the annual report of the National Child Labor Committee (419 Fourth Avenue, New York). Pointing out that the gains in eliminating child labor under the codes were only temporary, the report cites a North Carolina survey showing the reemployment of children under sixteen, 77 percent of them in cotton mills; an investigation which revealed children "not over twelve" working at $4 to $7 a week in Paterson, N. J. silk mills; reports of California children kept out of school to work—all these "straws" showing how "cheap" child workers are being given jobs while millions of adult workers remain unemployed. The report urges early ratification of the child labor amendment, and indicates the special need for measures to prevent exploitation of children in certain fields such as street selling and homework.

CCC Illiterates—From 2 to 6 percent of CCC enrollees come to camp unable to read a newspaper or write a letter, according to a recent study of nearly 2000 companies containing 375,000 men made by the CCC Office of Education and the war department. Gulf Coast states had the highest proportion of illiterates, Pacific Coast states the lowest. Nearly 80 percent of the illiterates were under twenty-five years of age, nearly all were American born, and five sixths were from rural areas and small towns. In July, camp advisers were able to persuade 5400 illiterates (88 percent of the total number) to take part in the instruction program. In the year between June 30, 1934 and June 30, 1935, CCC instructors taught more than 4000 illiterate young men to read and write. Of the total number of these illiterate Americans, a fifth had had no schooling whatever before entering camp, nearly 70 percent had had less than four years of previous schooling. CCC reports an intensive effort to eliminate illiteracy among enrollees.

Youth Libraries—"Youth rooms," a logical next step beyond the children's reading rooms, are suggested in the December Bulletin of the American Library Association (520 North Michigan Avenue, Chicago). For smaller libraries, a special alcove or shelf with books of particular appeal to the "fourteen and up" age group might be arranged. Privileges "between the limitations of the juvenile card and the unlimited privileges of the adult" might be granted. Education for leisure, wholesome recreation, service to the restless adolescent are the objectives of the plan. Going experiments along this line are described by the Committee on Youth Problems in a report on library and museum activities on behalf of youth, recently published by the US Office of Education.

Negro Schools—Though it is published a year after the event, the report of the national conference on fundamental problems in the education of Negroes (Superintendent of Documents, Washington. Price, 10 cents) is a timely and stimulating discussion of problems and possibilities in a neglected field. The report, edited by Ambrose Caliver, is organized around the "ultimate educational objectives and ideals" adopted by the conference, covering home life, vocations, citizenship, recreation and leisure, health, character, and the "immediate educational objectives and ideals": availability of education, teachers and teaching, financial support, administration, non-segregated schools.

American Hostels — Plans for a chain of "youth hostels" connecting New York with the present experimental New England loop are being made by the group which established the thirty-odd overnight stopping places for hikers and bicyclists in Green and White Mountain farmhouses last summer. (American Youth Hostels, Northfield, Mass.) These experimental hostels are remaining open for winter sports at the

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egular round-the-world youth hostel fee of 25 cents a night, plus a dime for firewood.

Research and Record—The Social Statistics Bulletin of the US Children's Bureau notes in the first half of 1935 an increase in the number of children in foster homes over the same period in 1934 and a decrease in institutional care of dependent and neglected children. . . . Youth: A Contemporary Bibliography, compiled by Elaine Exton and published by the Committee on Youth Problems of the US Office of Education, includes annotated references to magazine articles, pamphlets and books, offering "a cross section of current opinion as of the date October 1935." . . . Youth in Depression is the title of one of the nine admirable new American Primers edited by Prof. Percy W. Bidwell and published by the University of Chicago Press. . . . How Vocational Education Has Helped in Time of Need is a finely written and illustrated supplement to School Life, magazine of the US Office of Education.

Safety

THE country would be shocked to hear that a city of 36,000 people suddenly had been wiped out, yet little concerted horror is expressed because that many people were killed by automobiles last year—in addition to probably a million and a quarter injured, and 150,000 permanently disabled. To overcome national lethargy and control such accidents the National Safety Council has organized a five-year, country-wide campaign to reduce motor vehicle deaths by 35 percent. The governors of nine states and the safety officials and motor vehicle commissioners of twenty-two others have already pledged their support. . . . That statewide organization is effective is indicated by the experience of twenty-three states where such tragedies were actually less in the first nine months of 1935 than in the corresponding period the year before, due in large measure to such organization, experts believe.

Fire Hazards—By statute, charter or ordinance seventeen cities and one state make persons, firms and corporations taxable for the cost of extinguishing fires which occur through their wilful negligence.

Catch 'em Young—Some states and cities believe that safe drivers are made, not born, in line with which premise a large number have introduced elective or compulsory courses in automobile driving in high schools—notably in New Hampshire where the course is compulsory in 57 schools. . . . Fifteen states prohibit solicitation of rides. According to the experience of Kansas, where hitch-hikers were fingerprinted over a certain period, two out of every five have criminal records.

Public Health

UNCLE SAM'S set-up to promote public health through the Social Security Act now is apparent in regulations of the USPHS for 1936 allotments and payments to states. Allotments are based 57.5 percent on population, 22.5 per cent on special health problems, and 20 percent on a state's financial needs. No grants may be used to replace existing state appropriations. Eligibility for payments is based on USPHS acceptance of state plans and standards and for some purposes on states' willingness to match federal funds dollar for dollar. For details see a mimeographed USPHS memo. (Public Health Service, Treasury Department, Washington, D. C.) For grants under Maternal and Child Welfare see Bulletin No. 1, US Children's Bureau (Superintendent of Documents, Washington. Price 10 cents.)

Drawn by Marceline Herrera for what the Federal Indian Service believes to be the first authentic Indian health poster.

The Real Murderer—To dramatize the importance of syphilis in an urban area, Birmingham's Health—monthly publication of the Jefferson County, Ala., Board of Health—uses two charts, one showing 1934 deaths as recorded in Birmingham, the other the figures revised according to the Ransone method to show as syphilis not only the deaths reported as syphilis but a percentage of those reported under heart disease, nephritis or other conditions sometimes due to syphilitic infection. As a result syphilis leaps from tenth place to first as a killer. It is estimated to have been more than twice as deadly in Birmingham in 1934 as all forms of heart disease (excluding syphilitic forms), pneumonia, cancer, or accidents; more than two and one half times as deadly as tuberculosis. Behind the deaths, moreover, lies typically a long, costly and distressing illness. "Civilization and syphilization have been close companions," declares the bulletin. "To diminish the amount of syphilitic infection requires education and publicity, laboratory facilities, public health nurses and social service and good laws administered with discrimination." . . . Facts About Syphilis is the title of a new 4-page leaflet prepared for general distribution by the Division of Social Hygiene of the New York State Department of Health, cooperating with the USPHS. (State Department of Health, Albany, N.Y. No charge.)

Healthy Minds—Highlights of the year for the National Committee for Mental Hygiene include the start of research in dementia praecox in universities, hospitals and clinics, made possible by a grant of $40,000 by the Scottish Rite Masons, Northern Jurisdiction. Dementia praecox fills more hospital beds than any other disabling disease and in all costs the country probably $300 million a year. Projects under the study go forward in Baltimore, Philadelphia, New York, Boston, Providence, Albany, Waverly, Mass., Howard, R. I., Ann Arbor, Mich., and range literally from the cradle to the grave. The Committee hopes this study will stimulate other lay organizations to interest themselves in essential and neglected fields of research.

Unemployed men in Edinburgh were found as downcast, confused and worried as mental patients in institutions in tests made by Nathan Israeli, formerly of the University of Maine, working under a fellowship of the Social Science Research Council. . . . Studies of the Employment Stabilization Research Institute of the University of Minnesota found much higher rates in morbid mental or nervous conditions among unemployed workers in clerical, skilled and semi-skilled fields than among employed people in the same classes. Physical handicaps covered in the study were higher in general among those unemployed since the early depression years than for those who later lost their jobs; and higher in turn among the latter than for those who kept jobs. It looks as though the least able lost out first, while later dismissals tended to hit younger employes, who sometimes in some ways were physically more able than those who were kept. (Public Health Reports, USPHS, Vol. 50, No. 46. Five cents. Superinten-

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dent of Documents, Washington, D. C.)

Among the first 10,000 clients seen in the Adjustment Service maintained in New York from February 1933, until June 1934, under the sponsorship of the American Association for Adult Education, one in eight was considered in need of psychiatric advice or service. About 40 percent of those seen by the psychiatrists were "within normal variation," while 60 percent had personality problems of greater or less seriousness. (Medical and Psychiatric Services in the Adjustment Service, by Charles O. Fiertz, M.D. American Association for Adult Education, 60 East 42 Street, New York. Price 50 cents.) . . . The Illinois Mental Hygiene Society reports an increased number of personal calls for mental health advice and steering in 1935 and the need for psychiatric facilities for people above the clinic level but not able to pay usual private fees. An effort to arrange for moderate fee services by specialists in private practice was not approved by the Chicago Medical Society but the need remains greater than ever. . . . For a tranquil contrast see Jane Belo's The Balinese Temper, in the December issue of Character and Personality (Duke University Press, Durham, N.C. Single copy, 50 cents) which finds that happiness, relaxation and well-balanced personalities exist under a "static traditional culture" of the South Seas where the individual's every act is prescribed.

Pamphlets—The Mortality from External Causes: A Study of Suicide, Homicide and Accidental Deaths Among the Industrial Policyholders of the Metropolitan Life Insurance Company, 1911-1930. From the Company, New York City. "The prevention of deaths from violence probably affords the most fertile field for life conservation in both the United States and Canada." . . . Second Report of the Science Advisory Board of the National Research Council (Washington, D. C.) with a section and appendix dealing with health and medical problems and recommendation that federal activities in this field be coordinated.

People Without Jobs

OUTLINES of ominous gaps and inadequacies sharpen as the winter's relief scene takes form. The struggle to stretch available local resources to meet WPA in bridging existing needs dominates the news of recent months from state ERA's.

State of the States—Regulations regarding transfer to and holding of WPA jobs show a steady tightening. In most states, men with large families are no longer allowed to refuse WPA jobs because the security wage is less than the allotted relief budgets. In Michigan, for example, local relief officials are advised that the "small percentage of families" whose relief budgets are in excess of the amount which they can earn on WPA, should be "instructed and directed" to accept the WPA assignment; if then "unable to manage" they may apply for supplementary relief, the case having been closed, meantime.

Direct relief for the interval between assignment to and first pay check from WPA is being kept at a minimum. In Louisiana instructions are that clients are not to be given relief during that interval and that, therefore, if clients "can possibly get along" cases are to be closed, preferably as soon as assigned to WPA. In Pennsylvania, cases assigned to WPA "shall be automatically closed not later than twenty-one days from the day the person started work."

Employable veterans in Washington, after "fixing the location" of their "homes" by oath to the Veterans' Administration are being shipped back to said place of legal residence, "form 600" in hand, for immediate assignment by localities to WPA.

The Unemployed Speak—Delegates representing 300,000 organized unemployed in Pennsylvania were invited by the State Emergency Relief Board to attend one of its regular meetings in order to describe problems which face the unemployed and to make suggestions for improving the direct relief program.

Delegates put aside minor differences and considered only the general welfare and minimum needs of the unemployed. Their stories gave a vivid, logically presented picture of actual problems and avoided "demands" in favor of "requests." The meeting was reported in Pennsylvania's monthly SERA bulletin as a "demonstration that the unemployed are not entirely lacking intelligent and forceful leadership."

Fact-Facing—Evidence of lively community concern over the confusion left in state and local social welfare programs by withdrawal of federal funds appears in a recent report by the directors of the Family Welfare Association of America. The board members, laymen and professionals fresh from their local problems, drew up what they present as a "carefully considered expression of opinion . . . in no way binding on the membership." Their report is of large potential importance, however, because, in its inter-change of opinion between 250 lay boards of family agencies, it serves to stimulate careful consideration of local needs for public-private cooperation, future private agency functions, and permanent public welfare responsibility. It should therefore be helpful in building up from the bottom a body of well-informed public opinion. Coming at this time, the report should serve as a strong buffer for private agencies, now in danger of being dragooned into re-accepting responsibility for an unsupportable burden of relief.

The December 1935, bulletin of Community Chests and Councils, Inc., outlines a "program for community chests and their relation to the relief situation in the light of national relief policies."

Utility Bills—A study of the use of gas and electricity over a ten-months period in a district of the Department of Public Welfare, Syracuse, N. Y., showed that from 80 to 85 percent of home relief clients were able to pay their own bills without aid from relief funds. Of the remainder a large proportion were chronic dependents for whom bills had been paid in and out of season. Practically all work-relief families were able to pay their own utility bills.

Merry Christmas!—The staff nutritionist of the North Dakota's ERA, Evelyn Buechler, not only wished clients a Merry Christmas but also told them how to have it. In a fat, cheerful mimeographed booklet, she included the A to Z of contriving from little or nothing Christmas decorations, presents (including patterns for making toys), dinner and even Christmas candy. For example, her magic made from a Russian thistle, a potato, a candle and some bits of cotton a most attractive centerpiece for the holiday dinner. Menus for the feast itself were very festive but available to farm folk with more ingenuity than anything else.

Relief from Relief—California Self-Help Cooperative Service has issued a report and had planned extensive future development when federal funds, expected to match a conditional State Unemployment Commission appropriation, were refused. At this writing the jam has not been broken.

That not a single Quaker has been on the relief rolls during the depression was the surprising but assured assertion of Sylvester Jones of Chicago at the recent general meeting of the Society of Friends. Mr. Jones explained that Quaker discipline is strict concerning personal finances, requiring that affairs be examined and accounts settled every month.

Who Are the Beggars?—The general expectation that the liquidation of the federal transient service will increase begging and panhandling gives added

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point to the recent report of an intensive study of mendicancy in New York, undertaken as a project of the Unattached and Transients' Division of the ERB. The study analyzes elaborate data gathered in twelve city magistrates' courts and a Welfare Island office during June 1935, on details of residence, unemployment, court record, relief and social agency contacts, recidivism, medical problems and treatment. The purpose of the study was to supply a solid background of information for a plan of treatment that would go deeper than a workhouse sentence for vagrancy.

The Reckoning—With FERA's final allotments to states, in early December, liquidation was announced and total federal relief payments summarized at: 1933 — $1,692,234,000; 1934—$1,367,876,000; and 1935—$324,359,000. In addition $3,700,000,000 was appropriated for public works and one billion spent by CWA. State and local governments since May 1933 expended another approximate billion dollars for relief.

Against Crime

WHEN the American Prison Association met in Atlanta, it listened to Governor Talmadge advocate a return to the whipping post for "small offenses like gaming and wife beating," and defend the chain-gang as "the most humane way to treat prisoners." It then voted sharply phrased resolutions condemning both practices. A notable discussion at the meeting concerned the plan of the new Prison Industries Reorganization Board as put forward by Judge Joseph N. Ulman of Baltimore. The plan proposes to promote state use of prison products by expert planning from the Board, possibly making some use of federal funds in the beginning.

Officers of Peace—Following the lead of the US Department of Justice in the advanced training of local and state police, several colleges over the country are offering courses, longer or shorter as may be, for the training of policemen. The University of Wichita, Kans., has a unique plan whereby twenty-one year old junior students in the political science department, who have signified their intention of entering the police service and have passed city police department tests, may do daily four-hour duty as police cadets during their last two collegiate years. They will be paid $50 a month. . . . San Jose State College, San Jose, Cal., also is offering a two-year course for students with ambitions toward the police profession. . . . With the cooperation of the Geneva chief of police, Hobart College, Geneva, N.Y., offered this past fall a special eight weeks' course to police officers of eight neighboring counties. The curriculum included such subjects as crime classification, court procedures, ballistics, rules of evidence, and the whole matter of telltale prints—finger, foot and tire.

Children in Court—The 1934 report of the New York Court of Domestic Relations, which embraces the children's court, makes the interesting disclosure that of the 5277 children placed on probation during the year more were ahead of grade in their school work than were retarded. The great majority were listed as "normal." Some 90 percent of the children handled as delinquents came from families having a weekly income of $25 or less. Practically all of the children investigated by probation officers were born in the United States, but about three fourths of them were of foreign-born parents. . . . The Cuyahoga Juvenile Court, Cleveland, notes that the volume of new cases in the court last year rose over 1933 by approximately 10 percent. The rise was due wholly to increased complaints of dependency and neglect, however; not to delinquency.

Interstate—As a move toward interstate action in the control of crime, the Interstate Commission on Crime, Judge Richard Hartshorne, Newark, N.J., chairman, recently approved a series of bills drawn by leading law schools of the country. The bills propose to set up bureaus of criminal identification in each state, to fingerprint all persons who obtain motor vehicle registration certificates and drivers' licenses and to grant power to a peace officer of one state to make an arrest in another, when in "hot pursuit" of fugitives. A conference called by the Commission endorsed interstate compacts for supervision of probationers and parolees between "sending" and "receiving" states and also endorsed a uniform act for summoning witnesses in one state to testify in a criminal prosecution in another.

Research and Record—A study of 200 boy runaways at Whittier School, Cal., showed, among other things, that intelligence has nothing to do with running away, bright and dull boys being equally given to it; that there is a fifty-fifty chance that a boy who has once run away and been brought back will try it again; that a record of truancy at school predisposes to running away from the institution and that runaways increased when discipline was relaxed and increased freedom of movement permitted the youthful inmates. The full study, by Cornelia R. Keogh, was published in the Journal of Juvenile Research, Claremont, Cal.

A study by Mervin A. Durea, in the same journal, on the extent and nature of offences committed by delinquent boys, concludes that offenses against property predominate over delinquencies violating social demands or social decencies. Acquisitiveness and not meanness seemed to be at the root of the trouble of the 368 boys in Ohio institutions whom the author studied.

The impressive 1935 Yearbook of the National Probation Association includes up-to-the minute contributions from authorities in the fields of probation, parole, juvenile courts, psychiatry and crime prevention. (Price $1 in paper, $1.50 bound. Direct from the Association, 50 West 50 Street, New York.

Security

MEN and women who have worked all their lives, most of them in jobs calling for special training, constitute a majority of those granted old age allowances, according to an analysis of September grants in New York City, recently issued by William Hodson, public welfare commissioner. Of the 187 old men, every one had once been gainfully employed, 129 trained for their vocations. Of the 199 old women, 100 had been gainfully employed, sixty-five in work for which they were trained. Carpenters led the occupational groupings of men; domestics, of women. The study also covers age of the pensioners, residence, budgets.

Model State Laws—The Social Security Act is inoperative except as the states pass approved measures for old age assistance, unemployment insurance and other provisions, and a number of governors and legislative committees have appealed to the American Public Welfare Association for aid in drafting such legislation. The Association (850 East 58 Street, Chicago) has therefore prepared a pamphlet suggesting standard bills on welfare organization, old age assistance, aid to the blind and aid to dependent children, with information on other provisions of the federal law. Since the states must show a properly set up department of welfare in order to share in the federal grants, a detailed plan of administrative organization is offered. The Association warns that the bills are "merely suggested to the local draftsmen," and that much depends on constitutional limitations, existing welfare legislation, and the views of the appellate courts of the state.

Coverage—That the majority of job applicants at Philadelphia's public employment offices will be covered by the unemployment insurance provisions of the Social Security Act is one of the findings of a study of 31,964 employment-seekers and 25,398 applicants for

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work relief in 1934, recently completed by Gladys L. Palmer. (Special Report A-6, Industrial Research Department, University of Pennsylvania.) A check on the individuals and the industries represented showed that 87 percent of the men and 70 percent of the women would be eligible. Among work-relief applicants, the same proportion of the men and 55 percent of the women would be entitled to insurance benefits under the terms of the Act. The study also covers age, nativity, training, occupational experience, social characteristics.

Academic Freedom

FREEDOM of speech and action for teachers both inside the classroom and out is an increasingly sharp issue on college campuses and in grade and high-school circles.

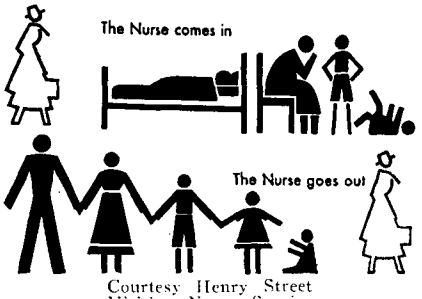
At Wisconsin U.—The Board of Regents of Wisconsin University in a recent resolution upheld the civil liberties policy of the institution and condemned the report of the state senate investigating committee. [See The Survey, November 1935, page 337.] The committee had brought in a number of recommendations urging that "individuals or societies offering or expounding un-American doctrines be expelled from the university," and that the University of Wisconsin cooperate with any organization or society whose purpose is the furtherance of Americanism." The Regents said, in part, "We affirm our belief in the full freedom of honest expression on economic and political matters where such expression does not go beyond the bounds of law or good morals. We believe students should have and do have the right to study social problems and should not be suppressed from expressing or advocating doctrines in which they sincerely believe, provided always the bounds of law or of decency are not exceeded. This is the rule which has prevailed in the University and we here reaffirm it."

Porteous Case—The case of Henrietta Porteous, a Brooklyn, N. Y. teacher who was given a rating of "unsatisfactory" in 1933 and later denied a permanent license and demoted, is presented in detail in a pamphlet published by The Teachers Union, (72 Fifth Avenue, New York. Price 10 cents). For five years, Mrs. Porteous had received the highest praise from her superiors. Her difficulties began with her active part in a teachers' organization.

"New" Schools—The dilemma of the experimental school teacher is presented in the current bulletin of the Cooperative School for Student Teachers (69 Bank Street, New York) by Sybil May, a teacher in City and Country School, New York. Miss May reports the current trend of thought in this educational group, the kind of action being attempted by progressive school teachers "who work for a new society," and the dangers of action for teachers "and for schools which depend for their existence upon a fickle public's patronage."

Women in Uniform

NURSING education worthy of a profession is the aim underlying the Association of Collegiate Schools of Nursing (secretary, Isabel M. Stewart, 525 West 120 Street, New York) which has just made public a list of its twenty-one members. Membership is restricted to nursing schools or departments definitely committed to work on a collegiate level as a part of a system of higher education. Standards have been established for schools which combine academic and basic professional programs and those offering academic and advanced professional work and degrees. The present membership includes nursing schools or departments representing thirteen states and the District of Columbia.



Courtesy Henry Street Visiting Nurse Service

Pros and Cons—More than eight hundred nurses thronged a New York hotel on December 17 to hear two teams of distinguished nurses debate spiritedly the proposed revision of the New York State law on nursing practice to require licensing of all persons who nurse for hire. Elizabeth Burgess of Teachers College, Columbia University, was captain of the affirmative team, and Cassie Rogers, former president of the New York Counties Registered Nurses Association, led the negative. The affirmative held that licensing of all was needed to raise standards of nursing and weed out the unfit; the negative, that licensing of all is not practical and will not benefit the public or the nursing profession. Judges were Dr. Claude E. Munger of Grasslands Hospital, Eleanor Hamilton of the Kings County Hospital School of Nursing, and Margaret Stack, executive secretary, Connecticut State Nurses Association. Two judges favored the affirmative presentation, though on points the outcome of the debate was a tie. . . . The situation with which proposals to license all nurses are concerned is illustrated by a preliminary report from the Kings County (N.Y.) Committee on Nursing, representing Brooklyn nursing associations, which finds that about half the nurses in that community are graduates, and that 43 percent of the acutely-ill patients and 72 percent of the chronically ill have to shift from graduate nurses to "unqualified nurses," largely for financial reasons.

WPA Carries On—The statewide nursing project administered by the New York State TERA moved over bodily to WPA a few weeks ago, unchanged in organization, sponsorship or the supervision which has been maintained by the State Department of Health since the project's inception in 1933. Since its start as a work relief project the service has given care to more than a half million families, including bedside care, health instruction and assistance in the work of clinics and control of communicable disease.

Sick—In Bed and Out

HOW important a job public action is doing in one field of medical care is apparent from a two-year study of institutions for tuberculosis by the American Medical Association, reported in its Journal, December 7, 1935. Of the country's 95,198 beds for tuberculosis, 78,535 are in institutions maintained by federal, state or local governments. Reports from these tax-supported institutions show that 84.4 percent of the patients are treated free, 9.2 percent pay something and 6.4 pay full rates. Nearly half the patients in the 17,666 beds in "private" institutions, including voluntary hospitals and private philanthropies had free care while less than a third paid full rates. Facilities for care are spottily distributed, in general according to communities' means rather than their needs. While relative ratings of institutions were not attempted, the Journal of the AMA finds editorially that the general view is "commendatory." Effectiveness is handicapped by the fact that 57 percent of the patients with pulmonary tuberculosis reach the institution in an advanced stage of illness.

Vertical Patients—No contact with a doctor or dentist for many months or even years is the usual story of people coming to the recently-opened evening pay clinic of the New York Dispensary. Intended originally for workers on Home Relief and WPA staffs, who are ineligible for medical relief, have little money, and cannot attend daytime hospital clinics, the clinic now has opened its doors to other workers with family

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obligations who receive less than $35 a week, and to students with little money. A complete series of medical and dental service is given by specialists on the staffs of New York's leading hospitals. Doctors and nurses salaries are paid by the Dispensary. Patients pay 50 cents a visit with low rates for needed special services such as X-ray, dental reconstruction, hospital care and surgery, glasses, and so on. A complete physical examination costs $1.50. When care at home is needed, patients pay home-relief rates. For further information, consult Helen Walser, social worker, New York Dispensary, 34 Spring Street, New York.

Those clinics are least abused whose medical social service staffs are most adequate in numbers and training, finds the Chicago Medical Society after a study of six outpatient departments in its city. Abuse, however, was conspicuous by its absence in most institutions. The study included 5165 consecutive admissions, among which 60 percent received no further financial investigation since the patients had been on relief when they applied for admission to the clinics. Among the 40 percent not on relief, 1043 were available for study.

The society believes that an average of 13 percent of these, ranging from 6 percent for one institution to 22 percent for another, should have paid private doctors. Compilations of annual income for those 1043 patients show that two thirds had less than $1000 and 90.8 percent less than $1500. The Society finds, therefore, that if the same percentages obtained among non-relief patients who were not investigated, in a clinic run of 5165 cases, 95.9 percent could not pay for their care, while 3 percent could pay usual private fees and 1.1 percent could pay for minor illness or could pay lowered fees or fees on an instalment basis.

The Union Health Center of the International Ladies' Garment Workers' Union celebrated its twenty-fifth anniversary and the services of its founder and director, Dr. George M. Price, on December 14 by the formal opening of its new quarters at 275 Seventh Avenue, New York, which provide double the space of its former four-story building. The Center has a career as distinguished as it is long in its service to workers in New York's garment trades and other union groups. It is financed partly by the affiliated union organizations, partly by those of their members who actually require its services. Total examinations in 1935 exceeded 50,000.

New and Needed—Officers of fifty of New York's health and welfare associations representing more than 1000 separate agencies joined in a letter congratulating Mayor La Guardia on his announcement that the commissioner of hospitals has been instructed to proceed with plans for a hospital on Welfare Island. The new building will serve as a center for care, research, undergraduate and postgraduate medical education in chronic diseases, and is believed to be a step of crucial importance both for the chronically sick and for the community.

Insurance Principle—Staff members of the Pierce County, Washington, Department of Public Welfare, have assured themselves of no unpleasant surprises in the form of sickness bills through a contract with the Pierce County Industrial Medical Bureau which, at $1.25 a month, entitles them to complete medical service without further cost: medical, surgical, and hospital care, including home or office calls, drugs and ambulance. The only exceptions are "illnesses not common to both sexes, venereal diseases, tuberculosis and injuries incurred while violating the law or using intoxicants and narcotics." For a fuller view of this kind of voluntary health insurance, developed extensively in the state of Washington with the leadership of the organized medical profession, see Medical Economics, November 1935, Buying Health in Advance. . . . The Los Angeles, California, County Medical Association, which has bitterly criticized group medical insurance plans in its community [See The Case of the Ross-Loos Clinic, by Mary Ross, Survey Graphic, June 1935] has voted to buy group insurance for itself in another field involving professional services—i.e. group insurance against malpractice, to be paid for by an increase in the Association's annual dues.

Housing

"THIS is boondoggling exhibit A and we're proud of it," said Mayor La Guardia of New York at the recent opening of First Houses, built by the New York Housing Authority with relief labor, the first municipal housing project in the city's history. [See The Survey, December 1935, page 377.] Where once uninhabitable firetraps stood there are now 122 bright airy apartments. Small

YOU CAN BE SURE OF THE BEST

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(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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Literature on Request
HYNSON, WESTCOTT & DUNNING, INC.
Baltimore, Md.

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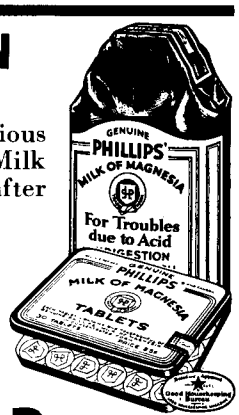
Relief will come in a few minutes. Your stomach will be alkalized — soothed. Nausea, upset distress disappear.
Results come fast. Phillips' Milk of Magnesia is a potent, *natural* alkalizer.
Try Phillips' Milk of Magnesia. Get a bottle of the liquid for home use; a box of tablets to carry in purse or pocket. Be sure the product you buy is clearly marked, *Phillips'* Milk of Magnesia.



PHILLIPS'
MILK OF MAGNESIA

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though the project is, compared to the city's need, its importance lies in offering a concrete demonstration in a slum area of good housing.

Progress Report—The PWA's largest slum clearance program, the so-called Williamsburg project in New York City, to accommodate 1625 families, has progressed to the point of a cleared site; contracts for the construction of foundations have been awarded. Statistics of the PWA housing program, as of December 17 show that: of the fifty projects for which allotments have been made, nine are under construction; awards for general contracts have been made on three; foundations are being laid for twenty-three; demolition is proceeding on twelve and three are awaiting further necessary action. The PWA estimates that these housing developments will provide jobs for approximately one year for 50,000 men, directly at sites. . . . Business done under the National Housing Act (FHA) as of December 9 had passed the half billion dollar mark. Specifically this covers insurance of $234,105,461 modernization and repair work loans, of $240,597,352 home mortgage loans and of $27,030,234 low cost housing mortgage loans. Stewart McDonald, FHA administrator, predicts that close to 175,000 homes will be built in 1936—publicly and privately financed projects combined. . . . Resettlement Administration, Suburban Division, has surveyed nineteen communities under its direction located in ten states and ranging in size from 20 to 100 families. Of the 917 families studied, RA reports that the average family income in 1934 was $1140, out of which $16.25 was paid monthly for inadequate living quarters compared to $13.50 which they are paying today in brand new, government-built houses, which ultimately they will own. Each house has a small plot of land which the occupant plans to cultivate, thereby saving about $100 a year in food bills. . . . Rural Rehabilitation Division has organized a cooperative service "designed to meet the needs of operators of small farms, including Rural Rehabilitation clients and other needy farm operators — low-income farmers who individually have not the means to acquire or operate expensive farm machinery or equipment, whose economy does not justify individual ownership of certain major home facilities, field equipment, marketing and purchasing facilities."

University Courses—Two courses, both in New York City, are of interest to social workers concerned with community planning in general, and housing in particular. At the New York University School of Architecture, Carol Aronovici, with other experts, is directing a course dealing with various forms of survey-making in relation to the improvement of communities. Starting February 6; cost $22. At the New School for Social Research, a course on the social and economic implications of housing includes ten lectures by outstanding leaders in the field. Starting February 6; cost $8.50. Later, five lectures will be given discussing practical housing problems, with special emphasis on New York City. Combined cost $12.

The Forgotten House—If you want some graphic material that will raise the hair of "housers" and all other decent-minded citizens, send for a pamphlet entitled The Forgotten House, which describes pictorially and specifically conditions "typical of the poorer areas in Iowa cities." As a matter of fact, cities in any one of the forty-eight states might be substituted. Address Iowa State Planning Board, Des Moines.

Professional Pride—The fourteenth court decision to be handed down sustaining the National Association of Real Estate Boards' right to the use of the coined term "realtor" came recently when an injunction against its unauthorized use was issued by the circuit court of St. Louis.

Policy and Practice

THE shaking-down, foothold-finding, responsibility-allotting process, now under way in wide-awake towns of all sizes, has resulted in some healthy re-thinking of the functions of social agencies.

A specialized family service agency which sees and defines its relief and post-relief duty, and frankly tells its public where it stands, is the Toledo, O., Social Service Federation. In a recent leaflet, An Ounce of Prevention, the agency says, in part:

". . . it is now possible for the Federation to return to its preventive role and place its emphasis on social service rather than relief. On every side family integrity is being threatened and individual breakdown is occurring . . . intensified problems call for more highly skilled and personalized service. . . . The Federation has added to its staff an experienced psychiatrist . . . and will undertake not to do things for its clients but rather to assist them in solving their own problems. . . . No follow-up visits unless the client desires it . . . case-worker will deal only with the concrete problem in which aid was sought . . . "

The Family Welfare Association of Pierce County, Washington, is hailed in the district news bulletin of the state welfare department as its service right-hand, "in line with the general understanding of the coming relationship between public and private agencies." Procedure is outlined whereby the FWA will assist a limited number of families with their domestic problems while the state department continues to supply relief.

Children's Welfare—The Children's Aid Society, New York, which has long conducted a farm school for its young charges, has reorganized its training plan in an effort to approximate actual farm conditions. At Bowdoin Farm, New Hamburg, boys who are chosen for the course are initiated by three months residence in a large cottage while they are learning the ropes. They then "graduate" to small farmhouses, six or eight of them in a group, living with a farmer and his wife, under conditions of a normal good farm home, and at the same time supervising the work of the "green" boys in the large cottage. From here they are placed as rapidly as possible in paid jobs on farms.

Aiming to help foster parents to real understanding and enthusiasm for their work, the Children's Bureau of Canton, O., conducts a Foster Parents' Council. Ten years' experience has demonstrated the usefulness of the Council as a medium for discussing agency and community policies as well as for discussion of problems of child care. Through the Council the Bureau was able to explain the unfortunate budgetary necessity for a reduction of boarding rate with such success that Council members volunteered to help educate their community to a better understanding of the Community Fund.

Handbooks—New Jersey social workers will be saved untold hours by the recently published handbook of the state's laws and legal procedures, intended "first, to make it easier to recognize situations where legal assistance is needed" and second, to bolster social worker effectiveness in working with what are commonly known as "the authorities."

Compiled by a staff including lawyers, added precautions were a consultant panel and verification by experts. It is the pious hope of the researchers that a sort of esperanto which will be "acceptable to members of the Bar, administrative officials and people who use the book" has been achieved. (Available, in limited quantity outside the state, on request, direct from Research Section, New Jersey ERA, 20 Washington Place, Newark.)

Telling the Public—A thought-provoking appraisal of the importance

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of volunteers to social work in the field of interpretation, together with concrete suggestions for volunteer endeavor and sources of information [among which we are happy to note The Survey and Survey Graphic prominently mentioned] make up a new publication of the Social Work Publicity Council. The pamphlet, The Volunteer as an Interpreter of Social Work (price 25 cents from the Council, 130 East 22 Street, New York) results in part from the Council's exploration of the subject in 1934-35 as a special project.

Because, as the Boston Family Welfare Society explains to its Bulletin readers, "People ask us and we are sure they ask you many questions about the Society . . . ," an entire monthly issue of the Bulletin is devoted to a brief question and answer summary of basic facts of agency history, plan, scope and purpose.

Believing itself to be the largest of its kind, the Bureau of Information and Inquiry of the New York City Department of Public Welfare has announced that within the last year 130,700 requests for information were answered—requests by letter, telephone and personal visit, covering virtually every conceivable phase of welfare. In addition to answering inquiries, the Bureau distributed more than 55,000 informative pamphlets mostly designed to help John Citizen in locating the sometimes elusive sources of aid.

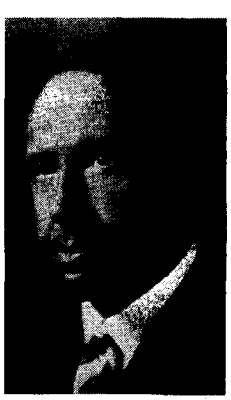
City Affairs

PROPONENTS of the city manager idea are rejoicing, for seventeen cities "went" city manager in 1935, cities of all sizes from less than 2000 to over 1,000,000. Today one in every five cities of over 10,000 population in the United States functions under a city manager. Two counties—Cuyahoga County, Ohio, with its county seat at Cleveland, and Monroe County, N. Y., county seat, Rochester—also voted favorably on new charters providing for county managers. . . . New York State voters at the last election approved a constitutional amendment permitting the legislature to alter the basic pattern of city government provided by the state constitution and to modernize local government by eliminating obsolete offices and reducing the number of independent local units.

Taxation—A trend of another sort in municipal affairs, pointed out by Albert W. Noonan, technical director of the National Association of Tax Officials, is the growing disposition of cities to put back on the tax rolls property that has for some time been exempt—property of institutions concerned with charity, religion, education, and such non-profit making organizations. Communities are finding that in order to function they must tap every possible source of tax income. Kansas has gone so far as to pass state legislation whereby cities can no longer exempt property of colleges and university societies. In California similarly a recent court ruling threatens to compel all religious, fraternal, charitable and other non-profit organizations to pay taxes in full.

Strictly Personal—On the theory that an accounting of the disposition of the money he provides is due to Mr. Taxpayer over fifty cities now present a readable annual report of their financial operations. Some are written in magazine style, some contain "advertisements" of various city departments, many are profusely illustrated. The trouble is, however—as Public Management points out—instead of appearing soon after the end of the year, these valuable reports are usually not available until from ten weeks to three months later. . . . Though the pink slip idea went by the boards last year, a green slip which must be filled out will accompany all income returns this year. This is a result of an amendment introduced by Senator Costigan last April giving local tax assessing officers the right to examine federal income tax returns. The slips will be turned over to local assessors in the hope that an examination will reveal much taxable personal property which was not declared locally.

People and Things



OUTSTANDING appointment of the month on the social front is that of Raymond B. Fosdick as president both of the Rockefeller Foundation and of the General Education Board, effective July 1. Mr. Fosdick is an attorney and a student of European police methods and liquor control, who has long been associated with various Rockefeller projects. He is president of the League of Nations Association.

The significance of the consolidation according to the official statement is that "The General Education Board plans to expend increasing amounts of its principal funds over a period of years; this may finally result in their complete exhaustion. Meanwhile, to avoid any overlapping in the activities of the two boards, it seems wise to have one administration for both." Mr. Fosdick succeeds Max Mason as president of the Foundation and Trevor Arnett as president of the General Education Board.

Achievement—Editor of Connecticut Social Trends and member of that state's welfare department, Charles G. Chakerian recently was appointed lecturer in social science and research associate at Connecticut College, New London. . . . Paul S. Bliss, now of Scoria Lily Ranch and the WPA, North Dakota, but known elsewhere for his years in social work publicity, has balanced his annual book of verses with a large loaf of bread. Simultaneously came announcement of his Cirrus from the West—A Book of Verses Underneath the Yuletide Bough, and of his pioneering effort in building a garage with "rammed earth," a combination of North Dakota's good earth and elbow grease. Mr. Bliss anticipates that his garage will demonstrate a new, better and cheaper form of prairie building.

Good Advice—The news about 1934 (depression) remuneration of "higher ups" in certain great corporations, as released by the Securities and Exchange Commission shortly before Christmas, was reported at length in the New York Times. Here were listed director, $211,178; president, $210,745; vice-presidents, $134,688 and $110,568, and so on down a column which was "filled" at the end with a two-line suggestion:

READ
The Hundred Neediest Cases.

Dinner Meeting—One of those sombre advisory committees, which frequent Washington nowadays, was holding an adjourned meeting in a restaurant's upstairs room, to wrestle with problems of a special FERA study. Unexpectedly the portieres parted to admit the head of a slightly jingled guest who had just wandered upstairs. After listening for a moment, the head shook sadly and withdrew, remarking to itself, "My God! Death takes a holiday!"

Chiefly Professional—You are already tardy, but not too late, if you have not ordered your copy of the Proceedings of the 1935 National Conference of Social Work. Send $3 to the Conference, 82 North High Street, Columbus, O., or, if you are a paid-up Conference member, $2 will buy the book. . . . Social Work Technique, a new "bi-monthly technical journal for social workers," edited by Erle F. and

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Pauline V. Young of Los Angeles, Cal., has been announced, beginning with a January 15 issue. According to announcement, emphasis will be directed towards techniques and the scientific approach. A cooperating editorial committee has been appointed by the School of Social Work, University of Southern California, with Emory S. Bogardus chairman.

Race Relations Sunday will be observed on February 9. The Federal Council of Churches (105 East 22 Street, New York) has appropriate literature and program suggestions. . . . The new year brings a Silver Anniversary for the New York League for the Hard of Hearing. From its small beginnings, twenty-five years ago, have grown not only the New York organization but national and United Kingdom movements. There are now nearly 150 "locals," countrywide, in the American Society for the Hard of Hearing. . . . The annual convention of the National Vocational Guidance Association will be held February 19-22 at the Coronado Hotel, St. Louis. Full information from Harold P. Thomas, Lehigh University, Bethlehem, Pa. . . . The National Public Housing Conference will meet January 24-26 in Washington, concentrating on federal public housing legislation. Further information from Helen Alfred, NPHC, 112 East 19 Street, New York. . . . The American Orthopsychiatric Association will meet February 20-22 in Cleveland. Information from Dr. George S. Stevenson, 50 West 50 Street, New York.

The annual directory of agencies doing protective and preventive work with girls, usually supplied by the Girls' Service League of America, this year has been prepared by the National Girls' Work Council. Twenty-five cents from Grace McCarthy, 125 DeKalb Avenue, Brooklyn, N. Y.; free to organization members who have paid up. . . . "A step forward in the development of a non-sectarian, borough-wide social service" in one of the country's biggest and most unwieldy communities is the consolidation, now in process, of the Associated Charities of Flushing, New York, and the Family Welfare Society of Queens County, New York.

Point of View—Moscow audiences are lining up in unprecedented queues to see a new idol, Mickey Mouse, whom they designate a capitalist in disguise, says a cable to the New York Times. One Moscow critic opines, "Disney is really showing us the people of the capitalist world under the masks of pigs, mice and penguins. It looks like social satire to us."

New Leaders—The Washington State Conference of Social Work has elected as president Fred R. Yoder, State College, Pullman; vice-presidents, Orpha Christianson, Longview, and Dr. Marjorie Heitman, Spokane.

The International City Managers' Conference chose Hollis R. Thompson, Berkeley, Cal., as new president; and E. C. Rutz, Kalamazoo, Mich., E. M. Knox, High Point, N. C., and Harold H. Everett, Mansfield, Mass., as vice-presidents.

New officers chosen by the New Jersey State Conference of Social Work include: Frank Kingdon, president of Dana College, as conference president; David Fales, New Brunswick, and Frank R. Pentlarge, Montclair, vice-presidents; and Walter Kidde, Montclair, treasurer.

Comings and Goings—From the New York City office of the state division of parole comes news that Victoria Larmour, case supervisor, has been granted a year's leave of absence; David Dressler and Philip Collins have been appointed case supervisors, and James E. Hurley and Bernard Simmons, senior parole officers.

The Allentown, Pa., Community Chest has a new director, George Harwood, formerly a chest director but lately strayed into FERA. Beatrice Y. Roy has succeeded Laura Bement as executive secretary of the Framingham, Mass., Community Chest.

The second largest limited dividend housing development financed by PWA, which is to say Boulevard Gardens Apartments, New York City, has engaged Ward C. Stepp, experienced recreation worker, to direct spare-time activities for its tenants.

After a year and a half, the position left vacant by the resignation of Dr. Menas S. Gregory as director of the psychiatric division of Bellevue Hospital, New York, has been filled. Dr. Karl M. Bowman, who was chief medical officer of the Boston Psychiatric Hospital, is the new incumbent.

Two new staff assistants to Helen Swift, also new in her job as supervisor of the child welfare division of the Washington State Department of public welfare, are Jessica Mooney, from the Ryther Children's Center, Seattle, and Dorothy Chausse, lately with that state's department of welfare.

June J. Joslyn, who organized and developed the program of the Becker trust fund, which grew into the Wisconsin Society for Mental Hygiene, has resigned to direct the social service and mental hygiene bureau of the New Jersey State Hospital at Trenton.

The Chicago University School of Social Service Administration has added Madeleine Lay, lately of Brooklyn, to its staff as supervisor of field work and research assistant in the new psychiatric unit in Billings Hospital.

Frank Kiernan, formerly executive of the Massachusetts Tuberculosis League, is the new director of the New York Tuberculosis and Health Association, stepping into the shoes left vacant by the departure of Harry Hopkins for more rarefied realms.

Deaths

THE long useful life of Katherine Bement Davis came to a close last month in California where she had lived five of the seven years since her well-earned retirement from active work. She was seventy-five and had been in social work since the age of nineteen. Dr. Davis' life was rich in a variety of interests and dynamic in many fields. As superintendent of the New York State Reformatory for Women, and later as Commissioner of Correction of New York City, she attacked situations which she described as "vile and terrible" and fought them through without fear or favor. She was instrumental in setting up the New York Parole Commission and was later its chairman. From 1918 to her retirement in 1928 she was secretary of the Bureau of Social Hygiene. Her social hygiene studies both during and after the World War earned her an authoritative status abroad, second only to her status at home. To a deep understanding of human motivation and a profound faith in human beings Dr. Davis added a warm, outgoing personality which drew into her circle of friendship persons from the highest to the lowliest walks of life. Dr. Davis earned her way through Vassar to graduate at the head of her class. Degrees later came to her from the University of Chicago, Western Reserve, Yale and the Universities of Berlin and Leipsig.

M. Carey Thomas, one of the foremost American educators, organizer of Bryn Mawr College, and in turn its dean, president and president emeritus, died in December.

The settlement world lost one of its pioneers with the death of Jean Fine (Mrs. Charles B. Spahr), one of the first two American women settlement residents, and first headworker of the College Settlement, New York. . . . Esther G. Barrows, head of women's and girls' activities at South End House, Boston, died recently.

Belle E. Unterberg, founder and for twenty years president of the New York YWHA and active in the New York Federation for the Support of Jewish Philanthropic Societies, died last month.

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Book Notes

Fears and Antidotes

SANITY FIRST; THE ART OF SENSIBLE LIVING, by Joseph Jastrow. Greenberg. 312 pp. Price $2.50 postpaid of The Survey.

DON'T BE AFRAID, by Grace Adams. Covici-Friede. 188 pp. Price $2 postpaid of The Survey.

THIS popular genial exposition of familiar data on mental hygiene is offered by Dr. Jastrow as an outgrowth of his radio talks. Evidencing his own sanity, directly and with easy strokes, he wipes out the universality factor in the doctrine proclaimed by the followers of Freud, Jung and Adler. He is especially vigorous and convincing, discussing human weakness in clinging to superstition and cultisms. He recognizes and emphasizes the value of effort and failure, humor and self-evaluation, as setting the patterns for the intelligent expression of our functions, talents and abilities in terms of our instinctive life.

In a lively anecdotal manner, Grace Adams presents a considerable variety of material related to man's approach to, and flight from, the numerous fears that haunt the human species from the cradle to the grave—fears of darkness and noise, of virtue and vice, of marriage and death, of people, places and things, of parents, of opinions and even of self. Unfortunately she confuses the issue somewhat by making almost all of life a response to the direct or indirect motivation of fear. Her primary message is that people should live in accord with traits inherent in their natures, develop true and individual personality and conscience.

Her discussion of fear and its effects upon mind and disposition involves its relation to a sense of insecurity, the fear of the supernatural and numerous factors caught up in man's credulity and suggestibility.

Many will concede that logical reason should be the surest weapon against fear, even while they realize that fear, being illogical, too often does not respond to reason while fear remains harnessed to paralyzing imagination and enervating fantasy. Facing fears and effacing them are no mean challenges to personality.

IRA S. WILE, M.D.
New York

Chained

SEVENTY TIMES SEVEN, by Carl Christian Jensen. Lothrop, Lee and Shepard. 294 pp. Price $2.50 postpaid of The Survey.

THROUGH John Dewey's introduction and Havelock Ellis' commendation this book may be brought to the attention of many people not greatly interested in chain gangs; people who, after glimpsing a few pages, otherwise might ask "What is it all about?" The answer is, "About your brother man—in the chain gang." Seventy Times Seven is no exterior view, but a long look into the soul of a man, who with six others, "came chained and padlocked," neck to neck. "Dreams and fantasies and feverragings," he calls the record of his diary, this man who lost his memory in the World War. It is a stream of consciousness account, more convincing than straight narrative, with the reader feeling the horror of the chain-gang surroundings as they affect the five senses.

The material for the book was collected while the author was engaged on a prison survey for the National Committee for Mental Hygiene. Prison camps of Texas gave largely to the findings. A generation younger than Jacob Riis, Carl Christian Jensen is also of Danish birth. His Seventy Times Seven may be the How the Other Half Lives of the prisons.

LAURA BELL EVERETT
Berkeley, Cal.

Food for Efficiency

GLANDS AND EFFICIENT BEHAVIOR, by Florence Mateer. Appleton-Century. 243 pp. Price $2.50 postpaid of The Survey.

THE author of this attractively written book claims with possible justice that clinical psychology is more nearly equipped than any other branch of science engaged in the study of human behavior to answer the question, Can gland feeding increase human efficiency? She realizes that the report of gains should be made in terms of exact measurement and that irrational applications may be made of such reports, but at the same time asserts the function of psychology—as contrasted with medicine—to be the education of the public to know its own needs.

There is no doubt of the exciting character of the stories told of success or even of partial success in the treatment of children. However these accounts raise, to a physician, precisely the question which the author herself propounds: namely, the terms of exact measurement. Ben, for example, was a slender "peaked-looking" child with a good appetite and regular sleeping habits but with no ability to build up weight and "look really well." He was poor in memory, attention and vocabulary and very poor in social adjustment. His behavior suggested to the author calcium shortage and hyperthyroidism, but there is no evidence of the exact measurement underlying these assumptions. Hyperthyroidism appears later to have been discounted and calcium therapy tried. At the same time the boy was "handled as tolerantly as possible"; the teacher accepted his annoying behavior in the light of symptoms. Within a week improvement set in; a month later progress was very marked, and cure was recorded at the end of a year. There is still no exact objective measurement to show how much the boy was affected by therapy and how much by his teacher and parents. Other examples cited are still less satisfactory. Even clinical psychology is not yet equipped for this task.

T. WINGATE TODD
Western Reserve University and Brush Foundation, Cleveland

Better People

TOMORROW'S CHILDREN: THE GOAL OF EUGENICS, by Ellsworth Huntington in conjunction with the directors of the American Eugenics Society. John Wiley. 139 pp. Price $1.25 postpaid of The Survey.

HERE in a series of 371 questions and answers the president of the American Eugenics Society tells the story of the scientific background of principles of eugenics, their application to problems of population, to betterment of racial stock and to other social questions and personal problems. The author explains in the foreword that the book is a composite product for which he has drawn freely on the writing of experts in the field, and that the text, for which he takes responsibility, represents an effort to express the general sentiment of the distinguished group of scholars who have collaborated in its publication. A selected bibliography compiled by Frank Lorimer adds further clues for those who wish to go on to a more detailed study than that here provided for the non-technical reader.

MARY ROSS

What is Being Done

VOCATIONAL GUIDANCE IN ACTION, by John A. Fitch. Columbia University Press. 294 pp. Price $2.75 postpaid of The Survey.

IN historical statements regarding the beginnings of vocational guidance, reference is generally made to the work of Frank Parsons, who envisaged the problem from the angle of a social worker. It is significant that the latest volume on the subject has been written by a social worker. It is the fifth in the Job Analysis Series sponsored by the American Association of Social Workers.

Mr. Fitch's data are drawn from some 105 returned questionnaires and from field visits to nine different cities, his material representing educational institutions in fifty-one cities. In addition he gathered special data on placement work from fifty-four agencies in thirty-six cities.

The book is divided into three parts:

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The first, serving as a frame of reference, discusses the scope and the organization of vocational guidance; the second tells what is being done in the way of counseling—such as the duties, methods, qualifications, and conditions of work; and the third gives a thorough treatment of junior placement as an integral part of a vocational guidance program, the material being organized functionally. A special chapter is devoted to the placement of the handicapped. Throughout, the author weaves together two strands: one, a sound philosophy of vocational guidance; two, the concrete practice of the worker in the field, resulting in the pattern of what is being done.

The professional vocational counselor will find here a picture of activities against which he may check or evaluate the completeness of his own program. The non-specialist who is continually confronted with the problem of vocational adjustment will get a true picture of the activities of the counselor.

ROY N. ANDERSON
Teachers College, Columbia University

Appetite Waits

EAT, DRINK AND BE WARY, by F. J. Schlink. Covici-Friede. 322 pp. Price $2 postpaid of The Survey.

EATING and drinking are necessary for those who wish to continue living, to say nothing of enjoying; but being wary is a tribulation.

Mr. Schlink's reputation rests upon his efforts to educate the public against unscrupulous advertisers and merchandisers. He here zealously continues his mission by showing how the unscrupulous have annexed to their parade sundry reputable scientists, who have been debauched into supplying fragmentary science which advertisers and promoters use as "arguments" with the ignorant —and helpless—public.

There is no question whatever that we are being offered a variety of sophisticated products in the guise of "food" which are alarmingly lacking in whatever it is that makes food of value, and which are in many cases positively injurious to the consumer. There is no doubt either as to the availablity of technicians at a price, to make statements which, while strictly "true" and supported by "research," can be used to mislead and defraud the public. But the readers of this book will hardly be protected against misleading "scientists" and unscrupulous advertisers by misleading and confusing denunciations of abuses. To be sure, Mr. Schlink does not intend to mislead; but he does. And he does not intend to confuse; but that he cannot help, for he is himself sadly confused.

The "best advice" that the author has to offer is confusing enough: "return, so far as a complex civilization permits, to a simple traditional dietary." Try that in your kitchenette. "Learn from the untutored savage," but remember that your instincts are as "untrustworthy as those of the savage north of the Arctic Circle, who gorges himself on chocolate candy" and sugared peaches when he gets the chance. Neither is grandmother's instinct reliable, if it ever was; for the new technologies have made it impossible to recognize the materials out of which past generations, in various parts of the world, concocted their respective dietaries on elaborate systems of conventionalized use and want. If you went into the open spaces with nothing but those instincts to guide you, you would starve even faster than the modern groceries can poison you.

We are all victims of that extreme specialization which compels us to rely upon thousands of experts whose methods and language we do not understand. These experts are themselves subject to controls that disregard or defeat the interests of the "public." Science has indeed brought about this chaotic condition, but we shall get nowhere by repudiating science or denouncing the scientists. For it is through science that the author has discovered whatever he knows on the subject he discusses with so much assurance; and it is only through science that we can ever hope to discover with any degree of certainty just what it is that we really need—or can do.

BENJAMIN C. GRUENBERG
New York

Women's Place

PROCEEDINGS OF THE CONFERENCE ON WOMEN'S WORK AND THEIR STAKE IN PUBLIC AFFAIRS, 1935. Institute of Women's Professional Relations, Research Headquarters, Connecticut College, New London. 329 pp. Price $1.25 postpaid of The Survey.

ACCURATE, authoritative, up-to-date information about occupational opportunities and requirements is exceedingly difficult to obtain, despite an urgent and persistent demand from students, parents, teachers, and social workers. The Institute of Women's Professional Relations has performed a valuable service in making such information more generally available. The present publication is a welcome contribution which will quickly become an invaluable reference manual for vocational counselors. Twenty-eight occupations for women are briefly described by an equal number of persons who have distinguished themselves through successful work in the occupations of which they write. In addition there are twenty-eight pages of introductory material on public affairs and ten pages which discuss how to choose a vocation and a college, how to find occupational information and how to behave on a job. The volume closes with a consideration of what the colleges should do and what they are doing to fit women for industry.

New York ROBERT HOPPOCK

Somber America

WINTER ORCHARD AND OTHER STORIES, by Josephine Johnson. Simon and Schuster. 308 pp. Price $2.50 postpaid of The Survey.

THE quiet acceptance of nature's stark hardship and the fatalistic philosophy of Miss Johnson's earlier Pulitzer prize-winning novel, Now in November, warn of the nearly unrelieved somberness of these short, finely-cut tales.

Strictly speaking, it is inaccurate to call this a volume of stories. The contents range from the thinly veiled philosophic essay through the social preachment to the purest realistic depiction of humanity, usually tragic. Though mostly cast in the drama of farm life, the people and their experiences illuminate large sectors of primary human living. There is man's fight against nature, the hatreds of race and greed, the pangs of love—and only here does the author deal with young pathos rather than with deep and mature experience. There is the philosophy of calm and healing in nature, the bitterness of poverty, and even an allegory of man's destructive touch upon the earth. There are murder, prison and the cruel stigma of the ex-convict; all told with simplicity and understanding of the woe that is in the world.

Miss Johnson breathes life into her pen portraits. The "very homely, thin little boy . . ." whose chief concern with the parables of the loaves and the fishes is, "Say, Father, what did they do with all them scraps?" is no more alive and appealing than the old Negro preacher, seeking to attain his heart's desire—a trip to Palestine—who arrives at the starting point, only to find "they were sorry . . . he hadn't realized it was a trip for white subscribers only. . . . They wondered about him sometimes afterward . . . what he meant when he said he could never go back home again."

It would be unfortunate if the reader drew from Winter Orchard only an impression of unmitigated starkness in rural life; but even that would not cancel the flashes of insight gained into a way of life basic to America.

RUTH A. LERRIGO

Small Loans

REGULATION OF THE SMALL LOAN BUSINESS, by Louis N. Robinson and Rolf Nugent. Russell Sage Foundation. 284 pp. Price $3 postpaid of The Survey.

THE first six of the dozen chapters in this book present an historical sketch of the growth of the small loan business and its regulation from early

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times to 1934. The authors then consider trends in small loan agencies during the past quarter century, the changes brought about by regulation, the characteristics of borrowers, the operation of a modern small loan office, the expenses and profits, and the question of the maximum legal rate of charge on small loans. Some attention is given to other types of small loan agencies, but the study is primarily concerned with that important part of the country's small loan business which is done by the "personal finance companies" created under the Uniform Small Loan Law and similar statutes.

This volume summarizes previous publications of the Russell Sage Foundation on the small loan business and adds additional material to make a comprehensive, condensed survey. Written in a scholarly and impartial manner, and exceedingly well documented, it constitutes the most serviceable treatment of the personal finance business thus far published. CLYDE WILLIAM PHELPS
University of Chattanooga

Out of the Mass

THE DELINQUENT BOY AND THE CORRECTIONAL SCHOOL, by Norman Fenton. California Bureau of Juvenile Research, Claremont, Cal. 182 pp. Price $2 cloth, $1.50 paper, postpaid of The Survey.

THEIR study of the Whittier State School of California has been used by Dr. Fenton and his collaborators "as a basis for evaluating the possibilities of the present-day correctional program." The evolution of this, "one of the more progressive institutions," has been characterized by a long difficult struggle to substitute individualized approach for the penal and mass handling of juvenile delinquents. The various procedures used by Whittier are described and evaluated in terms of specific problems. Among these procedures are the lost privilege and placement cottages, the child guidance conference, the program of academic and vocational education and recreational and social training.

The findings of a statistical study of 400 delinquent boys analyze characteristics related to institutional population, similar to those of other investigators in this field. With this is an analysis of the boys' own stories. After due allowance for unreliability, it is interesting to note how closely these stories conform to more objective research findings.

A study of more than 200 factors related to post-institutional adjustment seems to show that successes were marked by more parental harmony, better experimental composite rating at Whittier, fewer runaways, more constructive interests, better social adjustment, better school spirit, and so on. In general these findings conform to those of the Gluecks, Healy, and other investigators.

One has a feeling in reading the book that the writer is not very critical of the procedures at Whittier. But perhaps it is too much to expect a critical evaluation of an institution supported by state funds voted by legislators who might use the study as political ammunition.

HERBERT D. WILLIAMS
Superintendent, New York State Training School for Boys

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WHAT ABOUT ALCOHOL? by Emil Bogen, M.D. and Lehmann W. S. Hisey. Preface by Haven Emerson, M.D. Angelus Press, for the Scientific Education Association. 112 pp. Price $1.50 postpaid of The Survey. Quantity discounts to schools.

A READABLE, effectively illustrated outline of scientific facts about alcohol, intended especially for readers of high-school age. Dr. Emerson declares in his preface, "The authors have avoided the mistakes of many who have written school books about alcoholic drinks. They have not allowed their writings to be used to carry the argument of fanatics. The great merit of these chapters and of every page is the entire trustworthiness of the facts described and the simplicity of the language used." The black-and-white drawings supplement the text ingeniously and entertainingly.

OPTIMUM HEALTH, by Adelle Davis. California Graphic Press. 247 pp. Price $2.50 postpaid of The Survey.

IF YOU are satisfied with average health, with comparative freedom from colds, infections, indigestion or constipation, with teeth that develop few cavities, with nerves only a little jumpy and weight only a little off balance, then you can get all the information you need about diet from the dozens of books aimed at "normal" health. If, on the other hand, you want "the most perfect health which you as an individual can attain," here is fascinating material new to most laymen and to many physicians and dentists, much of it taken from the Journal of the American Medical Association and other current scientific journals and translated into popular terms.

THE ACHIEVEMENT OF HAPPINESS, by Boris Sokoloff, M.D. Simon and Schuster. 271 pp. Price $2.25 postpaid of The Survey.

A BIOLOGIST writes easily and pleasantly in an autobiographical, anecdotal style concerning happiness which, to him, is "love of life." His thesis is that the most complete happiness results from the greatest sense of harmony,

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which arises from relaxations born of muscular and sexual experience. The book is unfortunately marred by overstresses varying from endocrines and arthritis to the superior happiness of women and the futility of the present man-made society.

NATIONAL PLANNING AND RURAL LIFE. PROCEEDINGS OF THE SEVENTEENTH AMERICAN COUNTRY LIFE CONFERENCE. Published by the University of Chicago Press for the American Country Life Association, 105 East 22 St., New York City. 156 pp. Price $1.50 postpaid of The Survey.

THE INTERNATIONAL PROTECTION OF LABOR, by Ellsworth Boutelle Lowe. Macmillan. 594 pp. Price $3.50 postpaid of The Survey.

THE work of the International Labor Organization since the 1920 conference at Genoa, the entrance of the United States, and the recent legislative developments in this country in relation to American participation in formulating and applying international labor conventions, are covered in detail in this revised edition of a book first published in 1921. The present volume includes many new chapters, and its bibliography is complete to January 1935.

TEXTBOOK OF ATTENDANT NURSING, by Katharine Shepard, R.N., and Charles H. Lawrence, M.D. Macmillan. 433 pp. Price $3 postpaid of The Survey.

CONVINCED that there is an increasing need for women properly trained to care for patients who are not seriously ill and to fill the breach in the household caused by illness, the authors here present the result of seventeen years' experience in teaching attendant nurses. The text, used in the training course of the Boston Household Nursing Association of which Miss Shepard is superintendent, comprises chapters dealing with anatomy, elementary physiology and diseases, elementary dietetics, nursing procedure and the like, a number of them contributed by experts in the special fields. Its aim is to present these topics only insofar as they add to the understanding which the attendant nurse must possess to do her work intelligently and effectively.

THE RANGE OF HUMAN CAPACITIES, by David Wechsler. Williams & Wilkins 159 pp. Price $2.50 postpaid of The Survey.

A BRIEF study of human variability, emphasizing the difficulties in measuring quantitative and qualitative variations of individual function. The meaning of individual differences is emphasized in connection with the ratios between the least and greatest measure of a capacity, trait, ability or physiological function or intellectual ability. Many interesting questions are raised in the discussion of the somewhat limited data which bear on the limits and range of human capacities.

ECONOMICS OF THE HOUSEHOLD: ITS ADMINISTRATION AND FINANCE, by Benjamin R. Andrews. Macmillan. 626 pp. Price $3.50 postpaid of The Survey.

THIS revised and enlarged new edition adds to Professor Andrews' comprehensive text a series of sections or chapters on subjects of new or developing importance, including household credit and debt, recent budget studies, social insurance, group purchase of health, sickness and death services, and consumer education. The book is a mine of well-arranged fact on the forces which mould family budgets and accounts.

GAMES AND STUNTS FOR ALL OCCASIONS, by William P. Young and Horace J. Gardner. Lippincott. 118 pp. Price $1 postpaid of The Survey.

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LIVING ALONG WITH HEART DISEASE, by Louis Levin, M.D. Macmillan. 126 pp. Price $1.50 postpaid of The Survey.

A SIMPLE, lively and optimistic guide to a more intelligent understanding of heart disorders. Dr. Levin is cardiologist to the St. Francis Hospital and New Jersey State Prison at Trenton, N. J.

So Were We

TO THE EDITOR: I was of course delighted to have the review of my book, Rotary and Its Brothers, in the December Midmonthly, so prominently placed and written by so outstanding a sociologist as Professor Lindeman. I was disconcerted, however, that my name was consistently spelled as "Madden" rather than Marden, except in the title at the top.

CHARLES F. MARDEN
Rutgers University
New Brunswick, N. J.

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